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ABSTRACT

Eight essays are presented which reflect current problems, issues, and practices related to the development of teacher and administrator expertise. The authors are school district and public school administrators, faculty of schools of education, and a director of staff development in a state department of education. The topics treated are: (1) bilingual teaching skills; (2) the importance of interpersonal skills; (3) invariant elements in effective instruction; (4) applying the concept of entrainment to district-wide staff development models; (5) a model for an academy for personal and professional growth; (6) increasing instructional effectiveness in tertiary education; (7) state policies and legislation; and (8) financing inservice education. (FG)

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GUEST EDITORS' INTRODUCTION

James Reusswig and Richard Ponzio

The notion of staff development for educational personnel has been around for at least as long as the single salary schedule for teachers. The principal goal of that schedule was professional respectability. The schedule provided financial incentives for practicing teachers to work toward Bachelor degrees. When the single salary schedule was adopted in 1919 most teachers had completed only high school, or at best, normal school. In a relatively short time the schedule had filled its primary goal--teachers did acquire degrees which gave to the vocation the trappings of a profession.

The secondary goal of the original salary schedule concept was to improve instruction. That goal has now become the profession'a rationale for continuing the schedule--the more college or university courses (good or bad) one takes, the greater the pay. It also helps to continue to breathe. Each year's experience (good or bad) also increases the rewards. There is no evidence that this helter-skelter accumulation of credits or respiration has brought any benefit to students. Yet the schedule remains intact and the political reality of collective bargaining will continue it in place.

Fortunately there is another political reality. The public has dared to question the effectiveness of education. This has generated a great deal of rhetoric, charge and counter charge, and little change. Emerging though is a concensus--if things are to improve it must happen in the classroom in that interaction between and among the teacher and children. The general agreement around this reality has given impetus to planned inservice education or staff development programs.

The federal and state governments have had a profound impact on staff development. Virtually all categorical programs required a staff development component for funding approval. This requirement took care of personnel within those particular programs but provided no assistance or direction for all of the "regular" staff. This void has been largely closed through both state and federal funding for teacher centers, professional development centers and teacher corps. Some districts have believed so strongly in the need for staff development that they have invested hard-to-find local dollars.

Today staff development is in vogue. The emerging pattern is to develop system-wide programs that include administrators (particularly principals) as well as teachers. The programs are based on needs--the pupils' and the teachers'.

The articles that follow look at various aspects of staff development. Included are essays reflecting current problems, issues and practices related to the continued development of teacher and administrator expertise. The essays address such questions as Why? Who? How? Cost?

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PROFESSIONAL GROWTH THROUGH STAFF DEVELOPMENT

James L. Hager

A description of one school district's finding that "Inservice education is to the school operation what good eating habits and a balanced diet are to human growth and vitality," is presented by James Hager. He outlines the development of a program that includes teachers, administrators, parents and others concerned with the educative process. Dr. Hager is Deputy Superintendent of the Lake Washington School District. This district has probably made a larger investment of local money to staff development than any district in the nation.

Inservice education is to the school operation what good eating habits and a balanced diet are to human growth and vitality (Harris, 1980, p. 13). While few educators will disagree with Ben Harris' analogy, the fact is that in actual practice, inservice education is not accorded the prominence it deserves.

Although there is an abundance of literature on the subject of inservice education, and it is being increasingly emphasized by the U.S. Department of Education, most state departments of education, hordes of local school districts, and a multitude of colleges of education, inservice education continues to have no tradition, no recognized pattern of orderly and continuing development. At the same

time there appear to be more inservice and staff development programs in operation than ever before. In the last few years, we have seen a steady proliferation of courses, seminars, and workshops designed and offered to school personnel.

On the surface, it appears that educational agencies and institutions are placing greater importance on the professional growth of educators. However, Cruickshank and Associates (1979) state, "Although we seem to write endlessly about inservice education, the writing almost exclusively is rhetorical and more ornamental than useful" (p. 27). The same statement could be made about many of the programs presently being designed and offered to school personnel.

An entire volume could be devoted to the causes and conditions which have made inservice education an alleged "stepchild of American education" (Greer, 1979). However, rather than continue with the rhetorical and ornamental nature of the literature, we will describe how one school district, using primarily local funds, has succeeded in making staff development one of its highest priorities and, consequently, has developed a comprehensive and continuous program for all of its employees.

How It Works In This District

In 1977, the district hired a new superintendent who faced a divided board, pressure from parents to get rid of "bad teachers," an adversarial relationship between the education association and the administration, and low morale among most employees, to name just a few of the problems. The district lacked strong leadership and a sense of direction. It needed a transfusion, a new focus, new energy, new hope.

Our superintendent came to the district with experience which told him that people are motivated by receiving recognition for doing a good job and

being involved in the decisions that affect them. He believes that every person in the district wants to do the best job he or she can do and be the best person he or she is capable of becoming. It is up to the administration and the Board of Directors to create an environment where this philosophy can be translated into concrete programs for staff members, and it is this emphasis which will encourage the best from everyone, including students.

Consequently, shortly after his arrival, a cooperative project between the district and its employees was initiated to design and develop a strong staff development program for the district.

Purpose--

Before any program is created the mission and purposes of such a program must be clearly stated. For, as Montaigne said, "No wind blows in favor of the ship that has no port of destination."

This is where we began! Our staff development mission is based on the premise that the most valuable resource of any organization is its people, that the one resource we all know makes a difference in educating children is not the facilities, not the organizational structure, materials, curricula, etc., but rather the people who interact daily with children. We accept totally Harris' contention that schools depend on human performance for nearly every aspect of their operation. As long as people make the crucial difference in education, the development of people is vital (p. 14).

Commitment--

Staff development must be organized, systematic, planned, and have the support of all echelons of the organization. The verbal support must be backed by financial support, which in our district amounts to approximately $500,000 per year. Although it could be argued that a district does not have the funds to

commit to a staff development program, it is our contention that all organizations have the money to do the things that are important. In our judgment, improving the one resource we all know makes a difference in educating children--people--is of vital importance.

Program Development--

Once the above purpose and commitment were established, the initial staff development committee agreed that the following criteria be met in developing our program.

* A cooperative enterprise between the district and its employees be generated in the development and continuance of a staff development program;

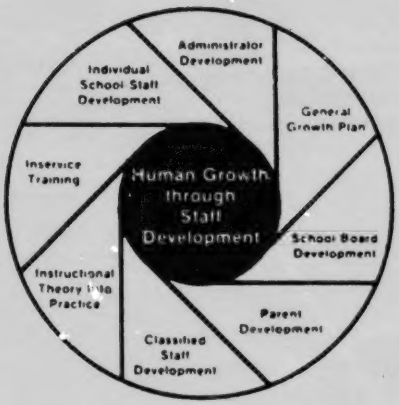
* The programs must be related to the identified needs of the staff and students;

* The programs must be well planned and scheduled on a sequential, long term basis, rather than on a time available basis;

* The programs must be of the highest quality.

Using these conditions as the basis upon which decisions were to be made, the initial staff development committee (comprised of representatives from all employee groups in the district) developed a variety of programs identified through a needs assessment of employees and community members. These growth programs were then placed into categories as diagrammatically represented below.

During our initial year of conducting a planned and sequential development program, all programs were evaluated by the participants, and new needs identified for the subsequent year. This continues to be our pattern for renewal today.



Let's briefly examine each of the eight major categories of our staff development program.

Staff Development Categories

Instructional Theory Into Practice--

The largest part of our staff development budget is spent on programs for teachers. We believe that the road to excellence in our schools and for our stuents is through excellence in our staff; we've committed the dollars and energy to help teachers learn new skills and sharpen old ones to develop that excellence.

In 1976, we began a program called Instructional Theory Into Practice (ITIP). This program was developed by Dr. Madeline Hunter at UCLA to demonstrate the elements of good teaching. In 1976, 80 teachers were involved in the ITIP program.

Before a decision was made to continue this program, we asked the staff about the ITIP program, and asked them to identify other skill areas in which they would like instruction and assistance. The majority of those who had participated in the ITIP program

said they found the program helpful and felt they would like to continue with it.

The ITIP program defines good teaching as (1) teaching to objectives; (2) designing objectives for the correct level of difficulty; (3) monitoring student behavior and adjusting teaching behavior accordingly; and (4) adhering to the principles of good learning. The program assists teachers in setting clear objectives and checking their teaching actions against these objectives.

The program includes formal classroom instruction for teachers on the principles and concepts of ITIP, classroom demonstration of good teaching techniques, and actual in-class monitoring of teachers by the ITIP team and/or administrators.

Beginning in 1977-78 each teacher had the opportunity to take a five-day ITIP program (4 days of which were district funded, released time days), a practice continuing today. The original program was presented by Dr. Hunter and her associates for both teachers and administrators. Now we have four full-time district teachers who instruct other teachers and administrators in ITIP. In addition, eighteen teachers have received advanced training and demonstrate ITIP concepts to other teachers while continuing their fulltime teaching duties. As of the close of 1979-80 school year, 95% of the teaching staff has participated in a minimum of one, 30 hour ITIP program while more than 400 have participated in Advanced ITIP and/or clinical supervision classes.

Inservice Training--

Although the majority of staff development offerings are optional, inservice programs are required of all teachers. These programs are designed to acquaint or instruct the staff in areas mandated by law or by the district. Some examples of inservice offerings are curriculum/program development (i.e.

student learning objectives), child abuse, use of new textbook adoptions in science and social studies, conferencing with parents, Public Law 94-142, application of methods for teaching handicapped students, strategies for teaching low achievers, and sex equity education.

Individual/School/Department Staff Development--

In addition to districtwide development programs, individual building site programs are nurtured by a categorical allocation of $1,500 per year provided to each of the district's 26 schools for programs that are selected and designed by each school staff. Examples of programs that have been offered in the last two years include: Positive School Climate; Problem Solving and Conflict Resolution; Alcohol and Drug Abuse; Creativity With Basics in Elementary Language Arts. Possible programs for 1980-81 consist of Integration of Handicapped Students; Assertive Discipline; Classroom Management; and Legalities in Supervision.

(Note: Since this article centers on teaching staff, all examples given are for teachers; however, our school district program is for all employees with programs designed for business, maintenance, food service, personnel, etc.)

Administrator Development--

Paul Hersey and Ken Blanchard (1977) contend that dynamic and effective leadership is the one major attribute that sets the successful organization apart from unsuccessful organizations. We support this conviction. Consequently, our administrators average between 12-14 days in personal and professional development programs per year. All administrators commit many hours to developing skills in ITIP, Clinical Supervision, Staff/Program Evaluation, Principles of Management, Goal Setting, Needs Assessment, Group Process, and Conflict Resolution, to name just a few. These are over and above the

programs identified in the other eight components of our staff development program in which administrators also are participants or facilitators.

General Growth--

This aspect of the program uses individuals within and outside our district who have a particular area of expertise of interest or need to staff and parents of the district. Last year 1,750 staff members took part in general growth programs. Examples of these include: Planning for Life; Parent Effectiveness Training; Parents, Children and Reading; Human Effectiveness Training; and Project T.E.A.C.H.

School Board Development--

Programs in this area are designed to increase the ability of the school board to work in concert with the superintendent and administration. Each board member has committed a minimum of four days per year for development purposes. In addition to programs planned specifically for the board, board members are invited and encouraged to attend all staff development programs.

Classified Staff Development--

Opportunities for classified staff development include Positive Image Building, Secretarial Training in Communication Skills, First Aid Training for Custodians, and courses in shorthand, accounting, typewriting, how to use the telephone, and stress management. Part of the plan to encourage classified staff development has been to require each supervisor to construct a plan of growth for each employee under his or her supervision. Once these plans are compiled, we either send staff outside for training, offer the programs through our Vocational Technical Institute, or bring into the district the specialists necessary to teach specific classes.

Parent Development--

In 1979-80 we entered into a cooperative project with the PTSA Council to develop, coordinate, and assist in planning programs for parents. This venture is based on the premise that we can assist the community not only by fulfilling our major obligation of educating its children, but also by offering parents and community members the opportunity to learn and improve. In 1979-80 over 1,900 parents participated in such training programs as Positive Discipline, Human Effectiveness Training, Reading and Your Child, Child Abuse, and Parent Effectiveness Training.

Participation

Over the past three years we have offered a number of programs in each of the categories described earlier. The participation has been significant.

In 1977-78 classroom teachers spent the equivalent of eight days in training programs; school administrators spent 17 days and classified staff spent one and one-half days.

In 1978-79 teachers spent an average of 10.4 days in staff development; administrators averaged 20.5 days and 373 non-teaching staff averaged 32.5 hours in growth programs. During the last school year, 923 teachers spent an average of 10.4 days in staff development; administrators averaged 19 days; and 646 non-teaching staff spent one day per person.

Conclusion

Our program began on a limited scale with primary emphasis on Instructional Theory Into Practice (ITIP) training for teachers. Over the past three years new needs and new offerings for all staff and many parents have demanded expansion of the staff development program. We believe this significant growth, at least in part, is based upon the following

conditions we met in developing an effective professional growth program for staff:

1. The program has a stated purpose or mission;

2. All echelons of the district have made a commitment to the program;

3. Training opportunities are based upon the identified needs of the staff and parents;

4. Excellence is demanded in all programs;

5. Programs are well planned and on a sequential, long term basis rather than on a time available basis;

6. The design, coordination and continuance of the programs is a cooperative effort by the district and its employees.

The real measure of a staff development program, of course, is its effect on students. Equally as obvious is the fact that it is difficult at best to measure the effects of such a program against student learning behavior. Do students learn more from teachers who understand how to use the concept of anticipatory set? Are they happier in a classroom where the teacher uses discipline without tears? Are teachers and administrators who know how to cope with stress more effective?

While answers to these questions are impossible to quantify, we do have evidence that teachers, administrators, school secretaries, and other staff members believe that, in most cases, these training programs do help them perform their jobs more effectively.

Although it is impossible to trace the results to any single variable, we have experienced significant increases in test scores over the past three years. We have witnessed increased public support as

evidenced by the passage of levy and bond issues at an average of 80% "yes" votes (which had not always been the history of the district). We have also seen significant improvement in staff morale and school climate, reduction of vandalism in the schools, and significant decline in student discipline offenses.

We cannot document a direct cause and effect relationship between staff development and improvements within the district over the past three years. But we are convinced that people in any organization are its greatest resource, and that developing and educating our human resources will result in the best people and the best educational system attainable. Investing in people is sound; we think it is not only worthwhile, but vital to our future.

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IMMERSION. A METHOD IN STAFF DEVELOPMENT?

James M. Reusswig

This article addresses the controversial issue of bilingual education. The author looks at the rapid growth of non-English proficient minority pupils, the dearth of qualified bilingual teachers, and an experimental program of immersing 90 professionals in Spanish language and Mexican culture. James Reusswig, following 30 years of public school administration, is now a faculty member of the School of Education, University of California, Berkeley.

A few years ago, while I was still an urban superintendent, my wife and I were enjoying one of those rare, leisurely Saturday mornings. It was so leisurely that we were absolutely exhausting both the morning newspaper and a large pot of coffee. I was even reading those usually insipid articles that editors use to simply fill space. One such article I found to be particularly amusing. It was about a man who, while cleaning his cellar on a Saturday, discovered a claim check for the repair of a long-forgotten pair of shoes. The claim check was seven years old. Since the shoe repair shop was still in its same location, he thought it would be fun to present the claim check to the cobbler. He did. The cobbler went to the back of his shop and soon emerged to tell the man that, yes, the shoes were there. The man was astonished, but quickly recovered his

aplomb and said, "Why that's great! Can I have them now?" The cobbler replied, "They'll be ready next Tuesday."

We laughed, of course, for it is a great story. Then later I thought about it and other possible claim checks. I thought of the thousands and thousands of Black, Hispanic, Chinese and other minority children and youth who attend segregated schools who could present us with a claim check, now 26 years old, and say, "Here is my claim check for integrated education." And we would reply, "It will be ready next Tuesday." Or the child who could present to us a centuries old claim check for her equality and we would say, "It will be ready next Tuesday." Or the uncountable numbers of children who could present a claim check for their dignity and self-esteem and we would reply, "We didn't mean to take them from you. We will return them to you next Tuesday." Or the children who are not proficient in English language who could present to us a claim check, now six years old, for equal learning opportunities and we would say, "Those opportunities will be ready Tuesday."

It is not possible in this article to address all of the overdue claim checks. It is possible though to direct our attention to one of those claim checks and begin exploring one aspect of getting ready for Tuesday. The longer we delay addressing the issues of equality that affect our limited- and non-English speaking children, the greater the problem becomes. This article will discuss three issues:

1. The nature and scope of the problem of limited- and non-English speaking children.

2. The need for immensely increased emphasis toward the development of bilingual teachers and other education specialists.

3. An experimental staff development program aimed at easing the crisis proportions of

issues one and two, and its portent for replication as a means of getting ready for Tuesday.

First Issue

The limited- or non-English speaking children in our society are expanding at amazing rates (Ethnic Groups and Public Education in California, 1978). The ten-year period from 1967-1977 was one of dramatic change in the population of California'a public schools. Total pupil population decreased by 146,690. Yet the numbers of Hispanic pupils increased by 275,887! During this same span of years, the Asian/Filipino pupils increased by 79,435. These two groups comprise the principal minority populations of the limited- and non-English speaking children. Their total increase amounted to 355,322 children. The impact of linguistic minorities is not limited to California. It is a national phenomenon. There are an estimated 3,600,000 pupils in the country judged to be in need of some form of language assistance to enable them to cope with the regular school curriculum (Pifer, 1979). Hispanic children comprise 30% of New York City's enrollment, 45% in Los Angeles, 52% in San Antonio, 32% in Miami, 31% in Denver, and 35% in Hartford. A congressional study suggests that Hispanics may well be our nation's largest minority group by the end of the decade.

Given that linguistic minority children are rapidly increasing in number causes some people to say, "So what? That is not an educational problem." Though one has learned to expect such response to any social, political, or economic issue, it is seriously regrettable when educators make the response. Far too many do. They apparently have not looked at the impact of education (or miseducation) on this significantly large group of children and youth. One of the most articulate and concise statements about the needs of linguistic minority children comes from Alan Pifer, President, Carnegie

Corporation. In the president's annual statement on an issue of current interest, he chose to write an essay entitled, Bilingual Education and the Hispanic Challenge. In that essay he said,

> Unfortunately, Hispanic children as a whole have not fared well in the public education system. Typically they are two to three grade levels behind other students. A mere 30% manage to complete high school. Nationwide, in urban ghetto areas, the school dropout rate for Hispanics reaches as high as 85%. Less than 7% have completed college. In 1975-76, Hispanics received only 2.8% of the B.A. degrees awarded, 2% of the Masters Degrees, 2.6% of the law degrees, 2.3% of the medical degrees, and 1.2% of all doctorates (Pifer, pp. 9-10).

The results of this non-achievement is devastating. The median family income of Hispanic Americans ranges from $5,000 to $9,300 below the family income for the nation as a whole ($17,600 in 1978). Up to 30% are living in poverty. The rate of unemployment among urban youth approaches 50%. These data portend a dismal and increasingly angry, alienated future for our children. Art Pearl (1978) has written, "Poverty is not new--but there is something new in poverty--there is no way out."

The vitality and stability of our nation requires that we discuss that way out. Though public education should not single-handedly bear the responsibility for the plight of these minority children, it has not done what it is constitutionally required to do: provide equal educational opportunity. Many critics have now become doubtful as to whether the schools really can change enough to become effective. Some question whether the schools want to become effective for all of America's children. However, counter-balancing, even over-balancing, the pessimism of these critics is the continued belief by Hispanic families that education is the answer toward their children's sharing fully in the American society.

Second Issue

If, as has been demonstrated, the educational practices of the past have not eased the plight of Hispanic and other limited- and non-English speaking children, what practices should be embraced to get ready for Tuesday? Though there is much controversy surrounding it, bilingual education is the practice that must be given serious attention. The 1974 decision of the United States Supreme Court in Lau vs. Nichols found that linguistic minority children were not receiving equal opportunity. The import of the Lau decision was enourmous: language rights were recognized as a civil right and schools were obligated to provide special assistance to students with limited English-speaking proficiency in overcoming their language differences. Furthermore, children were not to be denied full participation in the educational process while they were learning English.

Subsequently, the Office for Civil Rights in its guidelines rejected the sole use of English-as-a-Second language (ESL) as an appropriate remedy. This was tantamount to requiring that bilingual programs be established.

Obviously there can be no effective bilingual program without bilingual teachers and other bilingual educational specialists. To adequately staff the schools with bilingual teachers has been, and continues to be, a problem of horrendous magnitude.

The early years of bilingual education quickly utilized nearly all of the available "in house" supply of teachers who were themselves bilingual. These teachers who were already in the various school systems were ideally suited to the concept of bilingual education. Not only were they bilingual, but they also were of Hispanic or other non-Anglo cultures. Thus, they brought two important assets to the classroom--native language skill and role model. That supply, unfortunately, was very

few in numbers and came nowhere near meeting the educational needs of limited-English speaking students.

Since those early years, the problem of staffing has magnified. The rapid growth in the numbers of limited-English speaking children has already been addressed. The State of California projected its needs for bilingual teachers. The study, done in 1978, when there were 4,071 credentialed bilingual teachers, estimated that 17,876 would be needed in 1980! With less than 7% of Hispanics completing college, and fewer of those selecting education as a career, it is obvious that staffing needs will have to be met through the surplus of Anglo teachers. Thus far, the attempts to meet this supply through making monolingual teachers bilingual has not been encouraging. There has been a paucity of funding and, perhaps due to that lack, non-aggressive recruiting. Also, the re-training or staff development efforts have not substantially improved the attitudes of the teachers towards minority children and youth, especially the poor (Pearl, 1978). The prospects for getting ready for Tuesday are not cheerful.

Third Issue

There is an old adage that there are two ways to get to the top of an oak tree--one can sit on an acorn and wait, or one can climb the branches one at a time. The children and their futures cannot wait while we sit on the acorn.

The summer of 1980 might have brought us within reach of the first branch. The Bay Area Bilingual Education League (BABEL), Inc., with courageous and generous assistance from the Office of Special Education, and the Office of Staff Development, California State Department of Education, reached out for the first branch. BABEL envisioned, initiated, and implemented an approach to bilingualism: Immersion. Ninety education professionals (40

teachers, 37 school psychologists and 13 language therapists) were involved in an experimental program to improve their Spanish language skills and to bring about attitudinal changes that would accrue benefit to limited-English proficient pupils. Four other similar programs occurred during the summer of 1980. They were held in California. The one reported here was held in Mexico.

The 90 participants were totally immersed in Spanish language and Mexican culture. The Institute was held at the Universidad Autonoma de Guadalajara. This became a self-contained community where only Spanish language was used by participants and staff. This was based on the notion that when English is allowed, the second language becomes an artificial classroom exercise instead of being a practical tool for communication. Lodging for the participants had to meet the criteria that it be representative of the living conditions and lifestyles of the limited-English proficient pupils the participants serve in their school districts.

The Institute was comprised of two sections: one section was for the 40 classroom teachers; the other for the 37 psychologists and 13 speech therapists. The daily instructional program was from 9:00 a.m. to 2:00 p.m. One and one-half hours were devoted to Spanish language instruction. Participants attended content courses from 10:30 a.m. to 2:00 p.m. each day. The content for psychologists/therapists was special education terminology, special assessment issues, testing instruments, bilingual education, development and writing of bilingual individualized learning plans, language development and articulation activities, interviewing techniques and strategies for limited-English proficient students and parents, and the writing of case histories and learning plans. The content for the classroom teachers was culture, methodology and techniques for bilingual instruction and methods for teaching Spanish reading, and vocabulary building class. All instruction was in Spanish.

Another significant feature of this Institute was a "hands on" component. Participant psychologists and language therapists were teamed to work with children of the University's special education laboratory. The team worked with the same child(ren) for the six weeks of the Institute. The team administered tests, developed and wrote case histories, and individualized educational plans for these Mexican children. The teacher participants were also "hands on." They worked in two barrio schools with an enrollment of 225 low-income Mexican children. Teachers worked in groups of six. They taught reading, mathematics and culture--all in Spanish. They also taught English-as-a-Second Language. Each participant was required to prepare and teach at least two complete sequences of the laboratory practicum curriculum.

The three components briefly described above (Spanish language, content courses, and practicum) were the principal activities of the Institute. There were, of course, social and cultural activities too. The important question to ask is, "Did it make a difference?" The initial and preliminary evaluation is encouraging. (At this date only the evaluation on the Psychologist/Therapist program has been completed.)

- Thirty-four of the participants voluntarily took the oral exam for the Bilingual Certificate of Competence. Thirty passed.

- There was a 40% gain in knowledge of language as measured by the High Intensity Language Training Assessment.

- Forty-three of the participants took the BABEL Cultural Test. Thirty-three passed.

- Using pre- and post-tests for content area of Bilingual Psychology, participants registered a gain of 150%.

. There was a 220% gain in knowledge in Bilingual Testing and assessment.

. Attitudes were assessed using a pre- and post-observation checklist. The pre- mean score was 68.5. The post mean score was 82.3, an exciting increase of 13.8.

The impact of the Institute upon the participants might be better measured by how they felt. One participant surprised the staff and his fellow participants by keeping a diary of his experiences and summarizing those in a statement shared at the Institute. He said, in part,

> I'm sitting here in a far from luxurious hotel in Guadalajara, Mexico, reflecting on what has happened in the last four weeks. I'm one of 50 professionals (psychologists and language specialists) sent here by the State Department of Education not only to learn Spanish, but to understand as much as possible about the difficulties experienced by children who speak little or no English in our California schools. Much of the emphasis is on the use of appropriate testing instruments that can more accurately determine the Mexican-American child's learning potential and achievement rates. Another major component is identifying specific cultural factors that may inhibit optimum progress in schools.
>
> It may all sound like some pretty high level stuff, and besides, who wouldn't mind spending 6 weeks in Mexico just to get away from the smog in Los Angeles or the heat in Sacramento? That's just what I thought until the full impact of the "choque cultural" (cultural shock) hit me. Let me explain.
>
> I thought they had carried this total immersion idea (that means sink or swim) a little too far when all this vital information one might need to survive was given in Spanish. . . Trying to have your daily needs met using a very foreign language can be quite an experience. . .

The weekly academic program consisted of 5 hours of daily instruction and we were expected to put in two hours of homework each night. . . Also, twice a week, tutors from the University came to the hotel for two hours of conversation in Spanish (it turned out to be a real highlight of the program). As you might expect, all of the classes were conducted totally in Spanish and much of the material was fairly technical. That was bad enough, but we only had two short breaks from 9:00 a.m. until 2:00 p.m. each day! Maybe it was a new method of torture: you put someone in a situation where they not only don't understand what's going on, but you starve them to death at the same time. . .

I have to say that the instructors were all experts in their fields and had a lot of important information to share (at least that's what my more advanced colleagues told me during the first two weeks). I would estimate that I comprehended about 30-40% during that initial period. I often had a hard time figuring out whether the instructor had announced early dismissal or that we were about to have a dictation lesson. When no one else stood up, I knew I'd better get my notebook out.

There were a variety of emotional reactions I had during the breaking-in period. I became depressed, withdrawn, angry and often downright unpleasant to be around. I complained to everyone, except to those people who could do something to change things. I wanted to scream, "This isn't fair!"

The most humbling experience, however, was feeling DUMB. I don't like to feel dumb (I don't know too many people who do). I felt especially dumb when everybody seemed to be nodding that they understood (I now know that many really didn't understand, but they were sure good at nodding). It's true that someone could have sat me down and said, "Hey, you're not dumb." "This is your first major exposure to Spanish; you can't expect to be fluent in two weeks." Guess

what; I still would have felt dumb. It's a tricky business trying to talk people out of their feelings.

But now it is week four and a half and counting. Things have changed for me. My confidence has returned and my language comprehension has improved considerably (my expressive skills lag far behind, but at least I understand what's going on). . .

What brought about the change? I'm not entirely sure, but I could rely on friends who allowed me to express my frustrations and I leaned on sympathetic instructors. As important as anything else, I was able to convey my concerns about the program to the man in charge, Dr. B. Roberto Cruz (Executive Director, BABEL, Inc.). He is probably one of the most charismatic fellows I've run into in a long time and he's a good listener as well. Changes were made in the program and I truly felt like more of a participant in the program's success rather than just a recipient.

But this article is not really about me. I am sharing my experiences only to help focus on the much more profound tragedies occurring daily in our schools. You see, I can go home soon. My sentence is about up. I can reclaim the life I know best, my family, friends and work. I can stop the pain of choque cultural by boarding a plane. I can fall back refreshingly (like the old ice tea ad) into my own world. BUT WHAT ABOUT THE CHILDREN?

Yes, you have done your job well, Roberto Cruz. You have etched into my memory an experience I can't easily forget. If I try and forget, I will be dishonest to the profession I've chosen. But, I have a choice! WHAT ABOUT THE CHILDREN?

I think of the countless little ones who have no choice, whose only sin is that they speak little or no English, who sit in countless classrooms wondering what's going on. Who will teach them to shout, "This isn't fair!" Who will listen to them as I was listened to? Who can

> they lean on? Will they continue to sit and wait and endure and feel dumb? Perhaps now, there are more of us who will listen and help. . . (September, 1980).

Yes, what about the children? The Institute seems to have been successful. Much more evaluation must be done. The next locale of the evaluations must be in the schools where these psychologists and speech therapists work. It must determine whether the Institute has really changed things for the children. The evaluators need to discover whether the Institute met a goal stated by Edward Aguirre, former United States Commissioner of Education, as he welcomed the participants.

> . . . we have not identified or appropriately tested Spanish-speaking children with learning disabilities or abilities (for I also refer to many students with great intellectual potential) so that we are able to provide them a prescriptive education program based on their needs. Why have we not? The reason is simple; there have not been enough Spanish speaking teachers, psychologists or speech therapists that could evaluate or correctly prescribe, in Spanish, programs for these children. The purpose of this Institute is toward preventing inaccurate diagnosis and the educational negligence of the Spanish speaking child.

It is too early to know if immersion programs are the answer to developing competent, caring professional bilingual personnel. The initial assessments are hopeful. If the second level of assessment and the teacher section evaluations are equally as positive then this approach to staff development should expand. It alone will not fill all of the staffing needs for bilingual personnel. Both the state and federal governments need to encourage other approaches, too.

The futures of nearly 4,000,000 children, many of whom desperately need bilingual instruction to

enable them to acquire English proficiency, are at stake. Pifer (1978) in his essay makes the stakes greater,

> As for Hispanic children, their education is far too important a matter to be left to chance, vague hopes, rhetoric, or politics. All of us have an undeniable stake in their induction into the larger American society and their preparation to be effective, productive citizens. They are an inseparable part of the nation's future and therefore of all our futures.

The greatest challenge in staff development today is developing competent bilingual personnel. One program has been described here. There is room and need for other innovative programs. It is especially incumbent upon teacher educators to join in this search for equality. The claim check has been presented. What will we say when Tuesday comes?

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WHEN LOVE AND SKILL WORK TOGETHER. . .

Judy Guilkey

The importance of the individual involved with the delivery of staff development programs is underscored in the essay by Judy Guilkey. She emphasizes the importance of skill and the personal touch to people involved in the ongoing training of teachers. She describes the need for a person to be responsible for the implementation and continuation of a staff development program. Miss Guilkey is Director of the Vallejo City Unified School District/Dominican College Teacher Corps Program. She is completing her doctorate at the University of San Francisco.

A great deal has been written about the role of the classroom teacher and the personal qualities and professional skills they need. Recently the role of the building principal has been center stage in the literature and principals have been heralded as the gatekeepers of educational change. Both roles deserve the attention accorded to them and more, because they most immediately effect the daily lives of students. Another role has emerged recently and also merits mention, that of the staff development specialist.

The term staff developer is frequently used to describe a person whose role is to assist their colleagues with professional development. I prefer to describe the role as that of a staff development

specialist. The term staff developer conjurs in my mind an image of someone coming into a school sprinkling a magic ingredient over it which produces miraculous growth in the adults who inhabit the school. A second image that comes to mind is a speculator who turns a dreary school into a shining educational supermarket. Neither image squares with my experiences in the field of staff development.

The image of a staff development specialist more accurately describes my experiences. A staff development specialist is someone whose time and expertise is focused on one aspect of the larger profession, in this case helping school staffs grow professionally. The staff development specialist has no magic potions or no speculative interests. Rather, the staff development specialist is someone who specializes in being perceptive to professional needs and being able to help school staffs define and attain their professional aims. This role, like those of teacher and principal, demands certain professional abilities and personal characteristics.

Probably the most important professional prerequisite for a staff development specialist is to have been a classroom teacher at some time and to always remain a teacher at heart. There is simply no substitute for the experience of having lived in a classroom everyday for an extended period of time. There is no other way to know the feelings that accompany the dreams and defeats of teaching. It's like trying to understand what a family is, never having been a member of one. Even if it were possible to know what teaching is without having taught, it is impossible to convince many teachers that you know anything about their profession if you've never taught. Schools are exciting and frustrating places laden with emotional, as well as educational, experiences and you have to have lived in one to know their realities. A sense of reality is as important as a sense of vision for the staff development specialist.

Ideally, a staff development specialist could also spend some time as a principal, or at least spend several days shadowing one. A great deal has been written about the role of the principal as the instructional leader of a school. Their's is an important role, however it is equally important to understand all the sides of the life of the instructional leader from the calamities of the cafeteria to the celebration of the commencement ceremony. A staff development specialist must have some appreciation for the pains and pleasures of the principalship before embarking upon the job of helping a school staff increase their professional expertise.

Once a staff development specialist has some prerequisite experiences and has a first hand understanding of how schools function there are some specific skills that must be developed. One of the first skills is that of observing. Every school is unique and a staff development specialist must be able to appreciate the particular strengths and problems of each school. A wise observer is able to offer thoughtful insights and advise and help school staffs find answers to problems far more effectively than someone who enters a school with a prescribed set of answers.

The leadership skills required of a staff development specialist are subtle. The staff development specialist must lead only when leading is needed. The main function of the staff development specialist is to help others realize their leadership potential. It is important for the staff development specialist to be well-organized, articulate and knowledgeable in providing assistance to schools. It is equally important for the staff development specialist to be flexible and able to help others articulate and develop their ideas and share their knowledge. To do so the staff development specialist must plan activities that provide opportunities both for participants to hear new ideas and learn new skills and also to share their own ideas and knowledge. It requires real skill to balance and blend inside and outside resources.

The staff development specialist must be skillful at linking resources. Because the staff development specialist has opportunities to learn about the many resources and programs that exist inside and outside of each school, he or she has a responsibility for linking people with common interests and needs. Matchmaking skills are important for staff development specialists.

The skill of offering clear, thoughtful advice is essential. Because a staff development specialist is not burdened with some of the time consuming responsibilities of principals and classroom teachers, he or she has a different perspective of the school. The staff development specialist can often spot strengths and difficulties and help school staffs sustain their own visions and dreams despite the daily frustrations of overcrowded cafeterias, equipment failures and other natural disasters that befall schools daily. The skill of inspiring fellow professionals to maintain aspirations amidst aggravations is an important one, but one that also is subtle. It is important to acknowledge and appreciate the aggravations while encouraging the aspirations.

The sense of vision needed by staff development specialists relates to the personal qualities required by the job. They are basically those needed by every educator: humor, perseverance and courage. Humor is essential. It is the quality that allows educators to enjoy their work and to return again and again to old problems with new perspectives. The staff development specialist must see the humor in school events and be able to share that humor with school staffs.

Perseverance is as important to the staff development specialist as it is to teachers and principals. Educating all students is a lofty and probably impossible goal. There is a world full of reasons why the goal cannot be achieved and hopes of a school staff are dashed daily. Just as a teacher

must persevere with a reluctant student, a staff development specialist must be willing to persevere with a resistant staff. There are lively, thriving schools despite society's problems and there are deadly and dying schools because of society's problems. Lively, thriving schools are created by professionals who persevere. The staff development specialist has an important role in helping school staffs persevere in providing for their own professional growth and renewal.

Courage is required for perseverance. It takes fortitude for teachers, principals and staff development specialists to endure disillusionment. A lot has been written about school morale and stress recently. These are not halcyon days for public education. The times are not disastrous, but they are difficult and they require the definition of courage John Kennedy borrowed from Hemingway--"grace under pressure." The pressure on educators is great. Newspapers headline school failures rather than triumphs. School staffs who have spent a significant part of their lives striving to help students learn become discouraged by bad press and neighborhood gossip. Sometimes the only antidote for the discouragement is courage. A staff development specialist cannot encourage a staff to remain courageous without also haveing the courage to express convictions. To demonstrate grace under pressure is to maintain a sense of humor and to persevere despite criticisms.

It's clear that there is a great deal of overlap between the professional and personal qualities needed by teachers, principals and staff development specialists. In closing I'd like to borrow a quote from John Ruskin, "When love and skill work together, expect a masterpiece." Some say love is too strong or sentimental a word to use about a profession. I don't think so. I think to achieve excellence, to create a masterpiece, love is as essential as skill. The staff development specialist needs to love ideas, solving problems, and most important, to love schools and the people in them. But Bettelheim is right, "love is not enough." Love must be accompanied by

knowledge and skill. The staff development specialist must be adept at sizing up a school, working in partnership with school staffs to reveal their strengths to themselves, and at sharing insights and knowledge sensitively. When love and skill work together, you can expect a masterpiece.

ME, AS ADMINISTRATOR?

Della Peretti

Della Peretti poetically muses about being an administrator. Her observations about administrative behavior and children's needs is keenly drawn. Della Peretti is a teacher in the Oakland, California schools and a doctoral student in the division of Higher Education, Administration, and Policy Analysis, School of Education, University of California, Berkeley.

Create,
Organize,
Delegate,
Wait.
Evaluate.
Don't be late.
Make a joke
In lieu of debate.
Then go on
To contemplate
What else to create
and delegate.
Don't waste time
Trying to rhyme
With silly rules
Made for fools.
Just enough
To keep your stuff
Clean.

Talk too much
'bout such and such.
On and on.
Should be gone.
Not real deep,
But that can keep
For those same fools
Who love the rules
Which bind the schools
And choke the kids
With competitive bids
Marked in grids
Outlined in blue
With a number two
Pencil.
Dark and neat.
Can't repeat.
Do your best.
Take the test.
¿No hablas ingles?
Don't lose face.
No one understands
Anyway.

Do it all.
Get it done.
Then you run
And change their rules.
Make them yours.
Bend them 'round.
Seed the ground.
Make things grow.
'cause you know
Things are good.
Stay alive.
You'll survive
And thrive.
In the end
They will bend.
That's our only hope,
My friend.

The end!

AN ACADEMY FOR PERSONAL AND PROFESSIONAL DEVELOPMENT: DIMENSIONS OF A MODEL

Luvern L. Cunningham

Luvern Cunningham presents a model for the personal and professional development of educators based on an "academy" structure. He presents a rationale for individualized personal/professional development, and how the academy model provides a promising means for staff development. The model is not limited in its use to the education profession. Dr. Cunningham is Novice G. Fawcett Professor of Educational Administration at the State University of Ohio. He is one of the foremost scholars, teachers and consultants in the field of educational administration and leadership.

In this article I have two objectives. The first is to describe the philosophy of individualized personal/professional development. The second is to outline a new approach to personal and professional development through an academy structure. The academy is in fact, a promising, reasonably inexpensive means to provide personal and professional growth opportunities for large numbers of professionals.[1] The academy model, although introduced here for the education professions, is applicable to a broad range of professionals from the public and private sectors, and especially persons from the human services areas.

Notes From Past Experience

From my perspective, approaches to staff development have: (1) not been linked fundamentally to personnel policy or the needs of organizations; (2) seldom been based on comprehensive personal/professional needs assessments; (3) often been wasteful in terms of resource utilization; (4) been unbalanced in favor of interests or needs that may be short lived or transitory; (5) ignored learning styles and preferences of adults; (6) been anchored too severely in traditional/conventional forms of instruction; (7) relied too heavily on group instruction rather than individualization; and (8) been devoid of any theoretical underpinnings.

Furthermore the literature devoted to staff development abounds with criticisms of our experience to date but does not contain concrete, comprehensive proposals to improve upon our current state of affairs. Two major things appear to be missing. One is a general theory (noted above) regarding personal, professional, and organizational development which properly provides simultaneously for individual human needs and organizational requirements.[2] The other is a delivery system concept that is not only consistent with the theory but possesses operational components that will lead to successful results.

At Ohio State, we are developing our theory of staff development and designing ways to test the theory simultaneously. Over the past two years, two groups of practicing school administrators have enrolled in an individualized personal and professional growth planning (IPPG) program. The results thus far have been reassuring and have led us to take further steps toward an academy for personal and professional development. The academy concept is based upon a theory of individualization and recognition of the personnel requirements of institutions.

IPPG Through University Sponsorship and Crediting

The basic philosophy of individualized personal and professional growth is that adults are capable of taking charge of their own lives in regard to personal and professional development. A university's responsibility (or other agency) is to help individual professionals with their personal and professional growth planning, to provide counseling and guidance, to assist in the acquisition of learning/growth resources, and possibly to provide some evidence (feedback) regarding their progress.

Our work thus far has been with school administrators.[3] Their IPPG plans require the pursuit of three categories of objectives as we have defined them thus far. The first is labeled substantive/cognitive. Such objectives are often quite traditional, may be job related, but need not be limited to current professional performance only. The pursuit of knowledge relative to objectives in this category may be rather conventional, e.g. reading, listening, and debriefing. If, for example, an education professional wished to be better informed about the chemistry of the brain and its relation to learning, she or he may choose to (1) read from an extensive and rapidly expanding literature on the subject; (2) debrief experts in that and related fields; (3) create a learning partnership involving one or two additional persons who shared those interests; and (4) build a network of persons who can provide a continuous flow of information about the brain, its chemistry, and implications for learning.

The second category of objectives is skills. These objectives may also be rather traditional such as decision making, budgeting, reporting, coordinating, and planning. But they may not be limited to such conventional skills. Students are urged to acquire skills in mixed scanning, purpose defining, problem defining, or utilization of planning technologies such as flow charts, objective trees, intention

trees, and simulations where such are warranted. Skill acquisition may be achieved through reading as an initial activity followed by skill practices. Again utilization of debriefing techniques, learning partnerships, and networks can be helpful. Resources within the Columbus, Ohio metropolitan community are accessed to assist with skill acquisition.

The third category of objectives is the identification and nurturance of new interests. It is increasingly evident that the pursuit of new intellectual interests (professionally related or not) is of importance to professionals. Maccoby has noted that:

> The problem of leadership in large organizations today, in an age of limits, is how to create organizational goals, that will bring out the best in workers who are becoming increasingly skeptical and self affirmative, more interested in enjoying life than any generation in American history. These are people who adapt to career requirements, but who rebel, often unconsciously, against wasting their lives in dehumanized bureaucracies.[4]

The content of new interests may be professionally related or may be remote from the everyday performance of professional responsibilities as far as we are concerned. They are intended to respond to the circumstances of life in large organizations that Maccoby describes. The identification and selection of a new interest can be an exciting task in itself. For some, the new interest may be evident, even lingering, and can be pursued immediately. For others, a new interest may indeed have to be discovered since it is not now known. Techniques for the identification and selection of new interests are available. Once a new interest has been chosen, then approaches to its development and nurturance can be employed similar to those suggested for the other two categories of objectives.

For adults to take charge of their personal/professional growth, they must declare their intent, at least to themselves.[5] Each person must answer the question: What am I going to do to develop further my person and to enhance my professional competence? In the absence of intent, and conviction to follow intent, personal/professional drift will occur.[6] Thus, emphasis is placed upon the IPPG plan. Students at The Ohio State University who have experienced IPPG planning are asked to do the following:

1. Prepare a statement of intent.

   Be as precise as you can about what you will achieve during the balance of 1980. This statement will be your goal, your best estimate of what you will accomplish within this learning period utilizing adult learning approaches and techniques.

2. Specify your personal/professional growth objectives, potential approaches to their achievement, and how you plan to appraise your progress.

   Consistent with the general philosophy of individualization, and the belief that professionals should be in charge of their own personal and professional growth, specify on the growth plan your learning/growth objectives for the next twelve months.

   a. Substantive/cognitive: these objectives, tied to your statement of intent, are to be related essentially to knowledge acquisition, preferably to personal/professional growth needs associated with your current or anticipated position(s). For example, you may choose to emphasize job related knowledge regarding: faculty evaluation, middle school philosophy and program; nutrition as it relates to learning; reduction in force; declining enrollments; or classroom management.

Whatever your focus, be as specific as you can about what you intend to do to achieve these objectives. Then specify as nearly as you can how you intend to achieve them. For example, if you choose to learn about faculty evaluation, spell out how you will go about it in terms of strategy: readings, cassettes, learning partnerships, debriefing, networking, etc.

To ensure that learning/growth does in fact take place, specify the method you will use to appraise your progress vis-a-vis each objective. In your appraisal, evaluate two things: (a) your learning/growth relative to your knowledge objective; and (b) the strategy you chose to acquire the knowledge you selected for acquisition.

b. Skill: skill objectives are to be specified too. For example, you may select decision making, goal defining, report writing, public speaking, delegating, letter writing, use of time or other personal/professional skills. Spell out the skill(s) clearly, even breaking the skill into sub-skills if you can. Then write down the skill acquisition strategy you intend to employ. If the skill were to be public speaking, you may choose reading, skill practice, debriefing, learning partnerships or teams, networking, observing, listening or many other strategies. Delineate as well how you will appraise (a) your progress in skill acquisition and (b) your skill acquisition strategy(s).

c. Identification and nurturance of new interests: the identification, refinement and specification of a new personal/professional interest(s) may be an easy task for some, difficult for others. In any event, the choice should not be casual. The choice may or may not have direct relevance to the day to day performance of your job. The choice

if made properly, may be of singular significance from this point forward in your life. Thus, specify as clearly as you can a new interest (or interests) that you choose to pursue during the next twelve months.

Select (tentatively at least) how you plan to pursue and nurture that interest(s). For example, if your new interest were to be computer literacy, you may choose reading, scanning, debriefing, partnering, networking, or other adult approaches to nurture your interest in computer literacy.

To appraise your progress, specify as fully as you can, how you intend to judge (a) how your new interest(s) is/are developing; and (b) the approaches you are using to nurturance.

3. Individualized Personal/Professional Growth Plans for the Future

Consistent with the philosophy of individualization, careful thought should be given to the work to be completed in time frames up to twelve months. It would seem wise to focus upon one of the three categories and a small number of learning objectives within that category. If you discover you have several learning/growth interests and objectives then consider how you can fit those into longer range IPPG planning.

Individualized (take charge) learning has no terminal point. It is continuous and ongoing. Once learning/growth sluggishness has been overcome, there are few if any limits to what can be achieved. Thus, active adult learners ought to channel their energies and impose upon themselves a growth plan that will extend into at least the short range future, say two to three years.[7]

Work with IPPG has been an important developmental step in anticipation of more comprehensive testing of the theory within an academy structure later. So was the examination of a number of emerging professional development organizational structures that are titled "academies."

Leadership and Management Academies

Academies are appearing in a number of places these days.[8] Some are anchored in state departments of education (Pennsylvania, North Carolina, Florida): others are within county or intermediate units (Dade County, Florida; Wayne County, Michigan); still otehrs are designed, sponsored, and financed by local school districts (Detroit, Dallas, St. Louis, Washington D.C.). In time academies may be invented that will be independent of local governments such as the free standing academy model described later.

The leadership and management academies that now exist (as indicated above) vary substantially in terms of sponsorship, staffing patterns, sources of support, and instructional programming. They do not conform to the academy model described later especially in regard to a commitment to an individualized approach to personal/professional development. The directors of these academies were asked recently to respond to a questionnaire regarding academy development thus far. In regard to skills the directors hoped that their academies would impact were: leadership skills; use of resources; use of political techniques; problem-solving skills; goal-setting skills; skills in the utilization of research; ability to motivate and inspire; skills of conflict management; ability to assess conditions; and observational skills.

The strategies utilized to approach the achievement of these objectives by existing academies are almost entirely group strategies incorporating traditional/conventional approaches to adult learning. None of the directors indicated that they were providing

adult learning techniques for their clients such as scanning skills, debriefing skills, learning partnerships, learning networks, and progress portfolios.

Most academy directors have not had special training for their positions other than the managerial emphases included in preparation for school administration. Few have had work in adult education nor have they had professional experiences other than teaching, serving as principals, or central office administrators.

The chart that follows contains a summary of relevant data regarding the leader/management academy experiences to date.

The chart contains comparative data drawn from ten academies and one school study council which conducts inservice training programs. The academies' clients are school administrators, especially school principals. Training and retraining are emphasized in their statements of goals and objectives. Each is funded from local, state, or federal revenue sources. None have membership fees. Most are very recent in terms of origin although one claims that it began with the creation of the county unit of which it is a part. In terms of authority, most academy directors are some distance from the office of the superintendent although several indicated that they were expected to report to the superintendent. In most instances the idea for the academy was reported to have been the superintendent's.

Despite considerable investment in staff development through academies, teacher centers, or otherwise, the education professions (as well as their clients) appear to be less than satisfied with staff development as now experienced. There are quarrels about: the content to be learned, especially its relevancy to day-to-day professional performance; when, where, and in what form staff development is to be experienced; and who is to pay for it. There are also several terms applied which confuse the matter further.

COMPARATIVE DESCRIPTION OF ACADEMIES

Location and Name of Academy	Goals/Objectives	Who Are Clients	Nature of Program	Nature of Funding	How Long in Operation	Length of Time Expect to Exist	Position in Administrative Hierarchy	To Whom Report	Origin of Idea for Academy
Dade County Management Academy	Develop and implement group management development programs to increase productivity and accountability	All managerial levels including central office, area offices, and field managers	Daily and weekly programs focusing on skill development; programs combination of in-house and contracted activities	General fund from Dade County Board of Education	6 months	Indefinitely (Present mandate for 2 years)		Superintendent	Superintendent most instrumental
Dallas Personnel Development/ Management Academy	Help principals improve instruction in district through developing new approaches to school, administrative, and community contacts	K-12 principals, assistant principals, resource administrators, and leadership training interns	Work with new administrators on "nuts and bolts," work with those ready to assume leadership positions, work with experienced administrators	General fund	Since August, 1976	As long as need is present	Staff (4th from superintendent)		Superintendent approached Board on basis of study findings
Detroit Management Academy	Develop managers who will effectively achieve the objectives of the school system through improved management/ leadership skills	All school leaders with administrative and supervisory responsibility in the school system	Required courses for all administrators, elected courses which are taken at administrator's choice, requested courses for job-alike groups, critical issues seminars, and promotional list courses for principal candidates	Board funded, seeking federal funding	Since January, 1979	As long as serve need	Line	Superintendent	Superintendent based on need he perceived
Florida Academy for School Leaders	Provide training for inservice school managers and those preparing for such positions	Managers at all levels in Florida's school districts	Series of 3-5 day institutes focusing on such topics as collective bargaining, organizational theory, school financial management, public relations, and conflict management	Federal Title IVC, General fund, State appropriation	Since Summer, 1979	Funded at present through 1981		Director, Division of Public Schools, State Department of Education	State legislators and Citizens Committee on Education
North Carolina Leadership Institute for Principals	Provide quality ongoing training for principals in state	Principals	Offer staff development program, provide resource center, develop internship program, and design special projects	Special State allocation, Federal funding	Since July, 1979	Have a 2-year appropriation	Staff (Special Assistant to State Superintendent)	State Superintendent	North Carolina Superintendent and other education leaders

Pennsylvania Executive Academy	Link between State department and local school districts, helping to improve district personnel's performance and planning capabilities	School district teams composed of superintendent, principals, teachers, board members, and community representatives	Offer special interest academies, problem-solving academies, and academies dealing with current needs of district leaders	General funds from State as well as Federal monies	Since 1973	Indefinite	Like (3 levels below Secretary of Education)	Deputy Secretary for Basic Education	Superintendents in state
St. Louis Management Academy	Train and re-train present, potential, and future school administrators in roles and responsibilities demanded by new decentralized system	School system administrators	Issues seminars and training workshops and programs	General funds; some foundation monies	Began August, 1979	At least through 1980	Staff (5th from Superintendent		Superintendent's response to a set of conditions
School Study Council of Ohio		Teachers and administrators in central Ohio	Offer credit and non-credit courses; program ideas come from schools and Ohio State University faculty and staff	Membership fees, service charges, monies from State Department of Education					
Washington, D.C. Leadership Academy		School administrators	At present, support and training for new principals	General fund	6 months	Indefinite	Staff (below Superintendent)	Executive Director of Division of Curriculum and Staff Development, Office of Public Instruction	Reaction to needs in system
Wayne County Leadership Impact Program	Help secure more efficient operation of schools through providing needed growth and skill development to key decision makers	Leaders above classroom level charged with recommending, setting, and implementing policy	Offer programs and workshops, send people to such programs outside area, develop emergency program teams, offer mini-grants	General funds	Since origin of country school unit	As long as there is need			Superintendent and Deputy Superintendent in response to county wide needs assessment

Among the terms that are prominent in the arena of competency development are inservice education, staff training, staff development, continuing education, and human resource development. They are sometimes used interchangeably, but in my judgment they should be distinguished one from the other. The definitions which follow are an attempt to clarify such distinctions:

Inservice education: an education experience intended to improve the professional performances of persons who are providing full-time professional service.

Staff training: training is a narrower concept than education, designed to refine a specific ability or skill consistent with the requirements of an institution or organization.

Staff development: like education, development is a broader concept than training; when applied to staff, it connotes a group or collegial approach to personnel development tied to rather clearly defined present and anticipated institutional needs.

Continuing education: educative activity that may or may not be job or organizationally related; and which may or may not be accomplished while persons are working.

Human resource development: this is a broad term having individual, institutional, and societal significance. At the institutional or organizational level it implies a commitment to comprehensive development of an entire work force, non-professionals as well as professionals.

Reflection upon the terms that we apply to adult development leads to other issues of substantial consequence. One of these is the issue of tension between whether the individual professional or the employing institution should be responsible for

staff development.[9] Should initiatives for staff development reside with individual teachers, counselors, administrators and other professionals as individuals? Or should such initiatives be the responsibility of the employing educational institution? Or should staff development be a shared responsibility? My belief is that initiatives and responsibilities should be shared but within clearly specified and understood ground rules. Of the two academy forms which follow, the institutionally sponsored type is the most likely to satisfy the professional growth needs of individuals as well as furthering the development of the sponsoring institution.

An Academy for Personal/Professional Growth

Individualized personal and professional growth (IPPG) is the dominant pedagogical principle upon which the academy concept is constructed. As indicated, two years of experience with this approach to individualization at The Ohio State University has provided the basis for planning the expansion of IPPG opportunities through an academy designed for that purpose.

In the discussion that follows two academy forms are proposed: the institutionally sponsored academy and the free standing academy. They differ principally on the dimension of independence. The former is tied to and/or embedded within an existing institution or organization; the latter has no such formal ties and proceeds most often within a 501-C3 nonprofit structure and status. The discussion which follows is general. Where distinctions between institutionally sponsored and free standing academies are germane they are so noted.

The description is of an idealized model yet to be developed and implemented. Its presentation is intended to provoke discussion.

Constituencies--

The IPPG free standing academy model as currently conceived is designed to serve many constituencies. Initially its clients would be drawn from the education professions. Later, membership in the academy would be opened to others, especially professionals from other human services such as social work, mental health, voluntary associations, nursing, and theology.[10] The philosophy of IPPG and the adult learning theories which it incorporates are applicable to the development needs of large numbers of people.

The IPPG institutionally sponsored academy would likely serve clients drawn from the sponsoring institution's work force. Although emphasis has been placed upon professionals, there is no reason why the academy services could not be made available to all members of the work force.

Membership--

Little adult growth will occur without a strong commitment to that end on the part of an individual. Persons participating in IPPG at Ohio State have benefitted in direct proportion to their belief in and commitment to their own growth. Thus it is my conviction that persons should evidence their commitment through paid memberships. In so doing they will be symbolically and practically joining a new collegial community of professionals who share a common commitment to improvement.

There are two aspects to membership. One is formal acceptance into the academy following an application and the other is the payment of a membership fee. The fee is one of several potential sources of financial support for academies, a matter of substantial practical concern. The membership fee entitles each person accepted into the academy to a basic set of academy services such as personal/professional and work place assessment, counseling, IPPG planning, and instructional accessing and

brokering. Some academies may wish to provide limited amounts of direct instruction, some recognition for professional development and growth, as well as career counseling and placement services. Academies are not intended as credit or degree granting institutions. Academy services will require close association with many degree granting institutions and should not be in competition in any way with them.

Academies will require evidence of commitment to growth as a criterion for admission. A second criterion will be understanding and acceptance of the philosophy of IPPG. From experience to date, it appears that IPPG will be beneficial to many but not all of the professional population. Some professionals seem to prefer a tightly designed, externally directed and determined form of professional growth programming. Thus, commitment to the spirit and form of IPPG would be essential prior to membership in an academy.

The subject of membership, especially with a sizeable fee attached, evokes interesting debates regarding basic responsibility for the improvement of the competencies of an institution's work force. It also raises a question of the ownership of competencies. In education, where tenure is a widely accepted personnel policy, does the ownership of work force competencies reside with the employing institution or with each individual employee? If the improvement of work force competency resides with the individual, then the question of membership fee is evaluated in one way. If the improvement of work force competency is the employing institution's responsibility, then the costs of that improvement may reside more fundamentally with the employer.

Academy Financial Support--

The question of financial support is related to whether an academy is sponsored by a unit of government or a set of governments, e.g., local school districts or whether it is independent and free

standing. And as indicated earlier, the question of support is affected by the issue of work force competency ownership.

Financial support for an academy may rest basically with the employer, where it is determined that work force competency improvement is essentially the responsibility of the employer.[11] If it were a school district, then a district possibly joined by the state or other districts would fund an academy. Little or no responsibility for a membership fee would fall to academy members in this example.

A free standing academy would require support from its members through a fee structure and possibly from local and state tax sources. This form of shared support would reflect a commitment to the improvement of professional competency on the part of the individual professional, the local employer, and the citizenry of the state. It may be difficult to acquire tax support from either local or state government in times of scarce resources. Nevertheless public support should be sought. The willingness of local and state authorities to endorse the shared support concept will turn on the appraisal of needs and the viability of the IPPG approach to the improvement of competencies.

A free standing academy will lend itself to both individual and institutional purposes but is more likely to address individual growth primarily. An institutionally sponsored and financed academy is likely to favor personnel growth efforts that are closely linked to institutional needs and less tightly tied to individual needs.

Governance and Management--

An institutionally sponsored academy may benefit from a quasi-policy, quasi-advisory board. Since an established governance board (school board or board of trustees) cannot easily delegate governance responsibilities to another controlling board, an essentially advisory function may fall to an

institutionally sponsored academy board. Academies, if they are institutionally sponsored, should be tied fundamentally to other personnel policies especially the recruitment and assignment of teachers, principals, administrators, and other professionals as well as the institution's incentive systems.

A free standing academy would require a policy board patterned in terms of function after a board of trustees. The size of such a body, its representativeness, terms of office, and legal responsibilities of its members are matters to be determined, probably through a charter.

The leadership/management of an academy would require the services of a person who is trained in management but also understands professions and adult learning. As academies take root and become effective instruments for addressing a society's needs the academy directorship is likely to be professionalized. Formal preparation programs for such directors may evolve over time.[12]

Academy Services

Diagnosis and Assessment--

There are two important diagnoses to be performed prior to an academy member's development of an individualized personal and professional growth plan. Each is important, each is essential. Both produce data that become the basis for designing an IPPG plan.

Personal/Professional Assessment. Assessment centers have been in existence in the private sector for some time. The assessment services of an academy would be patterned after the private sector experience in large measure. There are many technologies available for gathering data about personal and professional attributes.[13] The same is true relative to the assessment of professional knowledge and skills. With the aid of professionally trained assessment personnel, an academy member can review the assessment choices and proceed with the administration of

the assessment. The personal/professional assessment data may then be used along with work place assessment data in the development of an IPPG plan.[14]

Work Place Assessment. The setting within which a person performs his/her professional service, the actual day to day work conditions, the human community itself, are factors that relate to the quality of human performance. Efficient data gathering tools are being perfected that permit useful analyses to be produced regarding individual work places. Thus, such data add to the information base for IPPG planning.

In achieving objective diagnoses and assessment, the views of persons other than academy members may be sought regarding the performance of persons and the impact of the work place upon that performance. Reliable and efficient ways to ascertain such judgments must be developed. The academy will also need to provide progress assessment as a service to its members. The diagnostic and assessment staff, working in concert with the counseling and IPPG planning specialists, will need to develop effective progress review and appraisal techniques. These would be formative appraisals. At other times, possibly every two years, summative evaluations may be appropriate.

IPPG Counseling Planning--

When data from the two diagnostic assessments (personal/professional and work place) are in order, then a professionally trained IPPG planning counselor would assist the academy member with his/her plan.[15] The plan may be developed in six month modules and contain both knowledge and skill development components. An IPPG plan should at the outset specify a set of learning and skill development objectives and include specific strategies for achieving those objectives. An eighteen month plan (composed of three six-month long segments) is reasonable. At the close of each two year period, the academy member should have a progress appraisal conference, summative in nature, with his/her IPPG planning counselor.

Modifications in the IPPG plan could then be made for the subsequent periods.

The counseling services (in either academy form) will necessarily have to be related to personnel policies of institutions where academy members are employed. Counselors will have to be informed of relevant personnel policies and procedures as well as the licensing practices and requirements of the several professions served by an academy.

Resource Accessing and Brokering--

The academy planning specialist may also be skilled in resource accessing and brokering. This is a relatively new capability but is essential to the concept of IPPG planning. IPPG is constructed on the premise that the knowledge and/or skill that a person needs to improve his/her performance is present within the local community, the region, the state or beyond. Both private and public sector resources can be identified. Institutions of higher education, businesses, industries, governments, and many other institutions (hospitals, clinics, the military, churches, welfare agencies) are sources of instruction.

The resource broker and accesser must know where such resources are and how to access them for the academy member.

Summary

Individualized personal and professional growth and an academy concept have been emphasized in this article. The academy is offered as a model, in the hope that interested persons will critique the concept with a view toward improving its design while it is still in a primitive state. The IPPG approach is in early stages of field testing at Ohio State but the response of persons who have embraced this philosophy are reassuring.

The model is in part an answer to the visible deficiencies in past as well as current approaches to

professional development. It addresses the issue of responsibility for work force development; it emphasizes the motivational benefits achieved through self-directed activities; it appears to be reasonably efficient although cost-effectiveness remains to be demonstrated; and it recognizes that instructional resources reside in many places, some conventional, some not, which can be accessed to meet the needs of individual professionals.

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[1]The term "academy" has been used by professional organizations to title their inservice education efforts, e.g., The National Academy for School Executives, sponsored by the American Association of School Administrators.

[2]The stakes of personal/professional development are very high. It is no longer a polite aspect of a professional's life; it has become deadly serious. There are significant institutional and individual benefits that matter. And within education, the rights and needs of children and youth transcend both institutional and professional needs.

[3]These administrators, fifty in number, have all been from the Columbus Public Schools. There have been about equal numbers of men and women, blacks and whites. Their ages ranged from the late twenties to mid sixties. Each has enrolled in a group studies course, one academic quarter in length. Some are continuing their IPPG plans on their own and without university credit.

[4]Michael Maccoby, "Leadership Needs of the 1980's."

[5]Preparing statements of intent have proven to be difficult for most persons who take IPPG seriously. It forces an individual to come face to face with themselves and their futures. It is an occasion for making difficult choices from among many options, placing them in an hierarchy of importance, and arriving at some priorities.

[6]Robert Dubin, University of California, Irvine, in his Presidential Address to the Pacific

Sociological Association, April 1979 argued that individuals need mechanisms to assist them in gaining control over the expenditure of affective energy. It is in the interstices among institutions that new social inventions are made. The academy is such a social invention. Dubin points out that if enough people share a behavior (in this case the need for new approaches to professional growth) that society will respond. The academy is an example of a mechanism which is to assist professionals in gaining more control over affective energy; thus, their central life interests. See Robert Dubin, "Central Life interests: Self Integrity in A Complex World." Presidential Address, Pacific Sociological Association, Anaheim, California, April 1979, 28 p.

[7]These paragraphs are taken from materials made available to persons who enroll in the IPPG program.

[8]In December 1979, a conference of directors of educational leadership and management academies was held at Ohio State University. See Luvern L. Cunningham and Margaret C. Hermann, Leadership Development Conference (Columbus, Ohio: Mershon Center, The Ohio State University, 1979), 42 p.

[9]Snyder in a memorandum addressed to Margaret C. Hermann and the author following the meeting of academy directors in December, 1979 raised a proper question about another tension. It is the tension that may result between the emphasis on individualization (IPPG) and the achievement of broader institutional objectives. He asks "will improving individuals (from their self-centered vantage point) necessarily improve a given system?" Richard C. Snyder is Professor Emeritus, The Ohio State University and former Director of the Mershon Center, Ohio State University.

[10]The Ohio State University is pioneering in interprofessional education including continuing education. Considerable program development has occurred in interprofessional courses for persons in pre-service preparation as well as interprofessional continuing education for practitioners, new interprofessional workshops, clinics, and seminars are

currently under development.

[11]In the private sector, businesses and industries usually pay the entire cost of work force training and development and pass the expenses along to consumers through the pricing process. Many large corporations have training centers staffed by training and development specialists. Some companies allocate as much as twenty-five percent of their budgets to training and development purposes.

[12]Persons chosen as academy directors might well have their primary training in adult education, with leadership and management as supporting areas.

[13]The improvement of performance may depend upon the improvement of personal qualities that are essentially non-job related, as well as professional knowledge and skills. Thus, at Ohio State, both personal and professional growth needs are included in an IPPG plan.

[14]Joseph Licata of Ohio State University is developing methods and procedures to be used by individual professionals in their own personal/professional and work plan assessments. The academy assessment function is likely to be changed somewhat when these are fully developed. Some of Professor Licata's preliminary work on assessment appears in unpublished form but can be acquired by writing to him at The Ohio State University.

[15]The field of adult education has much to contribute to assessment and IPPG program planning. Pedagogy applies essentially to learning in the early stages of human life. Andragogy refers to the same fundamental processea at different stages in life. For a useful discussion of andragogy as well as a refreshing overview of catrgories of educational situations see Cyril O. Houle, The Design of Education (San Francisco: Jossey-Bass Inc., Publishers, 1972). Chapter IV.

SCHOOLWORK, CLOCKWORK AND MODELS OF STAFF DEVELOPMENT

Richard Ponzio

In this essay "entrainment" as it occurs in early physics research, provides a conceptualization for viewing staff development models. Richard Ponzio is an assistant professor in the Education Department at Mills College in Oakland.

Historically inservice education has been identified with the development of skills and competencies in individual teachers. It is defined as "the continual updating of the practices of the classroom" (Meade, 1971). As reported by Wolf and Miller (19[illegible] the emphasis in inservice education continues to be on personal teacher growth and classroom-specific teaching behaviors. In the past, emphasis has been placed upon individual teachers participating in some form of mandatory continuing education as part of the reuqirement for keeping a valid teaching credential. In fact, twenty-eight states have requirements for some form of inservice or continuing education in order to renew certificates (Lisman, 1980). It seems appropriate to view the effects possible through cohesive staff development efforts that include local education agencies (LEA), institutions of higher education (IHE), and other agencies and/or personnel interested in improving the quality of learning all working together.

> In 1665 the Dutch scientist Christian Huygens noticed that two pendulum clocks, mounted side by side on a wall, would hold their beat, in fact, far beyond their capacity to be matched in mechanical accuracy. It was as if they "wanted" to keep the same time. Huygens assumed a sort of "sympathy" between the two of them, and conducted experiments to learn just how the interaction took place--whether they were linked through the air or through the wall on which they hung. From his investigations (the pendulums, he found, were synchronized by a slight impulse through the wall) came the first explanation of what scientists were to call "mutual phase-locking of two oscillators" or simply "entrainment" (Leonard, 1978).

Recent movement toward district-wide and district-based staff development efforts as described by Webster (1979) have helped remedy what Lortie (1975) noted when he wrote "whereas state governments have spent funds to prepare teachers, local school districts have not, to any considerable extent, engaged in large-scale in-service training programs for teachers. . . the lack of large-scale training of teachers at their place of work has had . . . important consequences for the development of teaching as an occupation."

The newer district-wide staff development programs are providing the arena for the "entrainment" of teachers, professors, administrators, and others concerned with quality in education. The concept of entrainment, as it applies in physics, requires proximity. Oscillators that are pulsating at nearly the same time, will tend to "lock in" so that they are pulsing at exactly the same time. Entrainment vis-a-vis staff development can take place by allowing/providing for interface among teachers with similar goals, styles or pulses.

Possible "Entrainment" Models

1. The Vallejo Model. This model is one that is LEA based and directed. The model includes classroom teachers, site administrators, university personnel, consultants, district office personnel, parents and others who can (and are willing to) contribute to systemic staff development. The model is described in detail by Sklansky (1980), and Ponzio & Guilkey (1980). Essential ingredients include the willingness by all parties to take time from already busy schedules to spend time with each other and generate new ways of working together toward mutual goals. Participation of each person and/or agency in planning and implementaiton is viewed as important. The commitment is to having classroom teachers be the actual developers and deliverers of the staff development content to their colleagues within the district. All of these factors work in orchestrated patterns to bring the power and proximity for the development of consistent goals while still respecting the participants' individuality and integrity.

   1a. A permutation of the Vallejo model is a model that would include distinct LEA and IHE components and yet be collaborative. This would be a model in which certain components were delivered at either LEA or IHE sites, yet which were collaboratively planned and/or delivered. Such a model would fit the descriptions of Webster (1979) and Cruickshank et al. (1979).

2. The Educational Research and Applications (ERA) Model. This model provides for the collaborative selection of credential candidates by the IHE and LEA, but the IHE takes a dominant role in the preparation and credentialing of the student teachers vis-a-vis "methods courses," seminars, etc. The possibility for entrainment comes about due to the extended time students are involved with the program. Not only are the students worked with extensively during the preservice year, there are also provisions for the

participants to continue to work closely with each other and the ERA staff during their first several years as regular classroom teachers. During these years the program provides weekly meetings, classroom supervision, and regular contacts (Lowery, 1978).

3. The Mills Model. This model is one employed by Mills College in Oakland for the preservice/inservice development of teachers. The salient features of the model include the participation of the "master" teachers in an experimental Masters Degree program. Some of the master teachers involved in the advanced degree program also teach parts of the preservice methods courses. This feature provides the student teachers with consistency between what they are learning at the College, and their work with children while they are student teaching. The entrainment possibilities within this model occur for both the experienced and beginning teachers.

4. The Advisor Model. This model as described by Thomas (1980) provides for staff development through individual teacher interaction with an "advisor" often a colleague committed to working and learning alongside the teacher. The advisor serves as a "non-evaluative, trusted encourager and stimulator" whose function is to draw out and clarify the best efforts of the classroom teacher. The potential of the advisor for entrainment comes in a manner similar to the electrifying moment in the film The Incredible Machine in which two individual muscle cells are viewed through a microscope. Each is pulsing with its individual rhythm. Then, as they move closer together, and even before they touch, there is a shift in their rhythms and they begin pulsing together, perfectly synchronized.

With the current moves away from the idiosyncratic, often hit-or-miss inservice training of the past, and towards an emphasis on district-wide and

district-based holistic staff development, there is an opportunity for the entrainment of goals and purposes in education. Also during times of shrinking funds and increasing demands being imposed on educational institutions at all levels, it seems entrainment is a concept whose time has come. As Huygens noted in 1665, nature seeks the most efficient energy state, and it takes less energy to pulse in cooperation than in opposition.

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INCREASING INSTRUCTIONAL EFFECTIVENESS IN TERTIARY EDUCATION

Madeline Hunter

Madeline Hunter asks the question, "Do elements invariant to effective instruction exist?" She goes on to describe the results of the "Mastery Teaching" program utilized in efforts to improve the quality of teaching on the UCLA campus. Dr. Hunter is Principal, University Elementary School, Graduate School of Education, University of California, Los Angeles. She is one of this nation's foremost authorities on what constitutes effective teaching and on staff development programs.

Do elements invariant to effective instruction exist? Elements which transcend content to be learned, age, socioeconomic or ethnic status of the student? Are these elements operative in elementary, secondary and tertiary education regardless of teaching style, material or method being employed? We believe there are such elements, and that skill in their use can be acquired by most educators who are willing to expend the time and energy necessary to that professional achievement.

To further investigate this question, the Office of Instructional Development at the University of California, Los Angeles, funded a project, "Mastery Teaching," designed to increase instructional effectiveness for young adults in high schools and

universities. The objective of the project was to produce a set of videotapes that could be used by teachers and professors in tertiary education for self instruction or for faculty inservice. The content areas selected to demonstrate the use of invariant elements in effective teaching ranged from philosophy to English grammar, from biology to dance.

The theoretical basis for the "Mastery Teaching" series of videotapes emerged from a decade of work done at the University Elementary School (UES) at UCLA, an experimental school dedicated to research, innovation, experimentation and dissemination. Over the last two decades, cause-effect relationships between teaching and learning had been extrapolated from research. The teaching decisions to be made and the theory on which they were based had been translated into language comprehensible to teachers. Field testing with typical student teacher rations had been conducted in UES, public school and university classrooms. Student teachers, professors and teachers in the field had been taught to make and implement theory based decisions using the instructor's own personalities, teaching styles, content and students. Results from this decade of investigation already are evident in statewide, national and international inservice courses, professional development centers and teacher centers.

Until recently, the greatest impact of the UES, decision based model of teaching has been on elementary education and in teacher preservice and inservice classes. Currently, the use of this model in secondary education is escalating. Although a few community college and university professors in varying disciplines have sought to improve their instruction through the use of this model, until recently, tertiary instruction in all content areas has remained relatively untouched by research in teaching.

Our own experience in teaching high school and university students, as well as our work to increase university professors instructional effectiveness

convinced us that the UES model based on a clinical theory of instruction, was equally applicable to and successful with young adults. We were faced, however, by a credibility gap. Because a four or a twelve year old does not look, act or speak like a fourteen or a twenty year old, secondary and tertiary educators assumed that for older students the cause-effect relationships between teaching and learning also were different. Needed was a demonstration of the UES model's effectiveness in high school and university classes with a variety of content areas and with all kinds of teachers. The "Mastery Teaching" project provided the opportunity for demonstrating theory based decisions translated into action on videotapes of typical tertiary classrooms with a wide variety of content, students and teaching personalities.

At UCLA more than 1500 classes are taught by Teaching Assistants (TA's) who are proficient in their discipline but have little knowledge of, and minimal systematic training in the science of the art of teaching. Therefore, it was decided that the TA's would be appropriate subjects to demonstrate the effectiveness of systematic training in "Mastery Teaching."

To recruit candidates for the program, a bulletin was circulated announcing an opportunity for TA's to be employed "to learn to teach with increased effectiveness and subsequently to have that teaching videotaped for use in instructing other teachers." Applicants submitted a videotaped segment of their teaching or a videotaped interview. The purpose of the videotape was to eliminate those whose speech or mannerisms, while perfectly acceptable in a classroom, could become distractors to a viewing audience. The tapes also provided a base line from which increase in instructional effectiveness could be measured.

From the original pool of applicants, seven were selected to represent different teaching personalities, styles and disciplines (English literature,

grammar, writing skills, philosophy, German, biology and dance). During the 1979 fall quarter these UCLA TA's received 30 hours of instruction in the science of the art of teaching. The content of that instruction included skill in task analyzing, fluency in diagnosing students, techniques of utilizing many student input and output modalities, facility with teaching to an objective, checking for understanding, guiding practice and deliberate utilization of principles of learning which affect a student's motivation to learn, the rate and degree of learning, and the retention and transfer of that learning to creative endeavor, problem solving and decision making. Readings, lectures, videotapes, and practice teaching with analysis of teaching performance comprised the input methodology of the 30 hours of instruction. The instructor also observed classes and analyzed the TA's teaching, giving feedback which identified and labeled successful practice as well as suggested teaching decisions and behaviors to replace practice which had not been as successful as desired.

During the winter quarter, the TA's classes were videotaped to document implementation of the principles and techniques learned in the training period. A videotaped interview was conducted at the end of the winter quarter to solicit TA's perceptions of their training and subsequent teaching experience.

From more than 50 hours of documentary videotapes, a series of twenty 15 minute videotapes accompanied by supplementary written material were composed.

The content included in the set of "Mastery Teaching" tapes is:

1. Introduction: Decisions in Teaching
2. Increasing Motivation Part I
3. Increasing Motivation Part II
4. Getting Students Set to Learn
5. Providing Information
6. Teaching to Both Halves of the Brain

7. Modeling What You Mean
8. Making Material Meaningful
9. Checking Students' Understanding
10. Practice Doesn't Make Perfect
11. Guiding Students' Initial Practice
12. Extending Students' Thinking
13. Dignifying Errors to Promote Learning
14. Using Time to Increase Learning
15. Teaching So Students Remember
16. Teaching for Transfer
17-20. Demonstrating Effective Teaching

Initial results from the "Mastery Teaching" program have been promising. The TA's reported escalating student achievement, interest and satisfaction. Increased teaching effectiveness, however, resulted in some unanticipated problems. More "A" and "B" grades were being earned in the trained TA's classes. For departments who traditionally graded on the curve, this meant that the lesser grades were going to the non-trained TA's classes, something that could not be considered as equal opportunity for all students. In the winter quarter, following fall training sessions, enrollments jammed in the trained TA's classes, again a situation not fair to the non-trained TA's. A disproportionate share of the campus wide "excellence in teaching awards" were won by the trained TA's. One UCLA department has employed its trained TA's to impart their new teaching skills to the non-trained TA's. Other departments are requesting assistance with the program.

Are the increases in student learning, interest and satisfaction Hawthorn effect phenomena? This remains to be determined as trained TA's continue to work in their own classrooms and impart their skills to others. Also to be examined are the results from use of the "Mastery Teaching" videotapes to determine if theory based teaching skills can be effectively learned through media, away from the aura of a major university. Results should be measurable in terms of increased student achievement and teacher satisfaction as well as by the consonance of teaching decisions and behaviors to research based principles

of learning. Preliminary field testing of the "Mastery Teaching" videotapes with many high school and university teachers indicates that there are elements of effective instruction ubiquitous to all teaching which educators are anxious to learn and incorporate in their daily teaching. Artistry in teaching remains to be developed as the unique style of each teacher. The scientific basis which constitutes the launching pad for this artistry at every level of schooling, however, can now be made available to all who teach.

THE LAST WORD ON LEGISLATION

William E. Webster

This article looks at the coordination activities in California to implement a federal regulation. California has developed one of the most comprehensive staff development programs among the 50 states. Dr. William Webster is the Director of Staff Development for the California State Department of Education.

In 1978, after the usual laborious process, the various titles of the Elementary and Secondary Education Act were renewed. The legislation as enacted, PL 95-561, has an obscure, and at first almost unnoticed, paragraph in Titles IV and V that has potential to have a substantial effect on state planning efforts for the coordination of preservice and inservice training. The short paragraph, contained in both titles, stated that each state was to develop "a comprehensive plan for the coordination of Federal and State funds for training activities for educational personnel in the State including preservice and inservice training, which plan shall be developed with the involvement of teachers, professional associations, institutions of higher education, and other interested individuals."

This legislation came at a time when other legislation as well as actions being taken by different agencies involved in preservice and inservice training had been establishing working relationships that

could make greater coordination in the area specified by PL 95-561 a reality.

Before describing the processes that went into the development of the plan and its provisions, a brief summary of some of the staff development activities that have taken place in California in the past few years would seem appropriate.

Staff Development Thrusts in California

In recent years two major themes have been part of the efforts to improve education in California. First, there has been a growing emphasis on staff development through legislation and activities in institutions of higher education, the State Department of Education, school districts, and county offices. AB 551, passed in 1977 and effective in schools and counties in September, 1978, provided for participating personnel to establish staff development programs at the school-site level. AB 4151 revised the Professional Development and Program Improvement legislation "to provide for expanded training program for school personnel, including administrators." AB 65 (school improvement bill), AB 1870 (special education bill), and AB 507 (new bilingual bill) all contain staff development provisions, and the recent passage of AB 1254 makes permanent the California Writing Project, a staff development program for teachers of writing.

In addition to legislation, several studies have been launched in the staff development area. A State Department of Education study was conducted in the spring of 1979 and has been followed by a longer-range study that is now under way. At the same time, a major review of teaching preservice and inservice training is being conducted by the Chancellor's Office of the California State University and Colleges.

The second theme, which coincides with the effect of federal legislation, has been a growing emphasis on

the coordination of staff development activities that could lead ultimately to a statewide system of staff development to deliver such services to schools more efficiently and effectively.

AB 551, initiating school-site staff development programs and state school resource centers, calls for coordination of staff development at the school site in the following language: "Existing school level staff development programs required by state and federal laws shall be consolidated with local staff development programs established pursuant to this article to the extent permitted by federal law." AB 551 also sees as a major function of the state school resource centers coordination of staff development activities within the regions for which they are responsible.

AB 65 has similar language calling for coordination of staff development activities at the school site. These bills were preceded by language contained in AB 4151 which states the following: "It is the further intention of the Legislature that all district, state, and federal resources related to teacher training be integrated and coordinated with in-service training programs established by this article in order to improve the educational achievement of pupils enrolled in both categorical aid programs and regular instructional programs."

A major finding of the first State Department of Education study on staff development, conducted in 1979, found that at that time there was an absence of coordination of programs: "There is at present no ongoing, flowing, smoothly operating staff development organization in place in the state."

The second State Department of Education study (1980) gives as one of its major purposes the following: "Provide information to guide the coordination and potential modification of initiatives at legislative and executive levels."

One of the issues being looked at in the California State University and Colleges (CSUC) study is the systemwide responsiveness of CSUC to the "changing directions in the field of education and to new constituencies." The study is investigating the working relationships of that system with other institutions of higher education and schools throughout the state and how its role complements that of other institutions of higher education, another way of calling for coordination.

Initiating the State Plan

In a very few words, PL 95-561 charged the states to carry out an enormous task. A plan of this magnitude for a state the size of California that envisioned the ultimate involvement of teachers and administrators at all levels of the system--elementary, secondary, and higher education--and from all fields--bilingual, special education, and guidance--and of many agencies, such as the State Department of Education and the Commission on Teacher Preparation and Licensing, was calling for an unprecedented statewide effort. If such a plan were to be developed and eventually implemented, it would mean widespread participation, establishment of ownership of such a plan, and commitment of all sections of the system.

In response to the federal mandate and as the responsible agency so identified in the law, the State Department of Education, after some preliminary work with representatives of the system, organized a planning group which met twice, once in January and once in February of 1979. The group consisted of twenty-five educators representing all segments of the educational system in the state. The findings of the first meeting were distributed for reaction before the second session, and the product of that second session, which began to look like a state plan, was resubmitted to the group before the final draft was put together. The plan was presented three times to the Innovation and Planning Commission, the State Board of Education's advisory group

in matters related to ESEA Title IV. It was also reviewed at an information session by the State Board of Education and finally approved by the Board in May, 1979. The plan was submitted to the United States Department of Education in June, and notice of approval from the Department was received in July, 1979.* It has to be noted that the representative group took its charge very seriously, working intensely and cooperatively in the two-day sessions, and many members of the group submitted written comments on the document that resulted from the second work session.

Goals of the State Plan

Two premises of the state plan have been to recognize continually the importance of the local school-site needs and to build on what has already been going on in staff development, using existing resources. In doing so, it is assumed that the planning is a visionary activity, developmental in nature, and multidirectional.

The specific goals for the plan are eight:

1. "Recognition of current and future barriers to coordination and development of specific steps to ameliorate such difficulties."
2. "Development and implementation of an administrative and coordinating mechanism which will bring the plan to life."
3. "Involvement of all relevant constituents in such coordination, including identification of effective roles to be played by each."
4. "Identification of all policy elements, funding sources, and programs available in the preservice and inservice areas."

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*Copies of the state plan are available from the Office of Staff Development, State Department of Education, 721 Capitol Mall, Sacramento, California 95814.

5. "Through implementation of the school-site/client-centered coordination format, identify needs to be met throughout the state."

6. "Establish two-way communication, dissemination, and articulation to enhance coordination between client needs and available services."

7. "Evaluate the coordination effort on an ongoing basis."

8. "Evolve long-range goals, timelines, and policy development activities for updating of the plan beyond its first four years."

Mechanism to Implement State Plan

The mechanism to implement the plan consists of an internal working group and ad hoc advisory groups. The internal group is a "joint policy/administrative council" made up of key staff from units of the State Department of Education with responsibilities for professional education and members of the Commission on Teacher Preparation and Licensing. The main functions of the group are six:

1. "Implementation of the specific features of the comprehensive plan--identification, communication, evaluation, and policy planning--under the auspices of the State Department of Education and the Commission on Teacher Preparation and Licensing."

2. "Deployment of appropriate administrative functions under the plan to the various units of the State Department of Education and the Commission on Teacher Preparation and Licensing best suited to carry out the necessary tasks."

3. "Assignment and utilization of staff from the State Department of Education and the Commission on Teacher Preparation and Licensing, as appropriate to the plan and the resources of the agencies."

4. "Meeting and consultation with the advisory committee, as well as all other existing state

level groups interested and involved in preservice and inservice professional preparation of educational personnel."

5. "Development and review of policy proposals related to the broad area of coordination of preservice and inservice professional preparation of educational personnel, including updating of the comprehensive plan on an annual basis."
6. "Report to the State Board of Education and the Commission on Teacher Preparation and Licensing on implementation of the comprehensive plan."

The periodically established ad hoc advisory groups will have the following functions:

1. Review of the statewide plan.
2. Reflect and represent the interests of the client, supplier, and broker segments of the plan.
3. Advise the joint policy/administrative council on its work with respect to the identification, communication, evaluation, and policy phases of the coordination effort.
4. Propose new or revised mechanisms for improvement of the plan and the coordination effort.

There will also be an annual review by the Innovation and Planning Commission and the State Board of Education.

State Budget Language

Supplementing and strengthening the state plan is the 1980 state budget language: "The Department of Education shall convene a representative group of staff development clients and providers, including directors of Resource Centers established by AB 551 of 1977, to assist the department to design a comprehensive system of staff development. Particular emphasis shall be devoted to developing strategies supporting Resource Centers' efforts to assist county, district, and school staff to plan, implement, and

evaluate their staff development programs."

It is envisioned that the work of this group will lead to better coordination at both state and local levels of these programs that are unique to California. It is also anticipated that the work of this representative group will be closely coordinated with the emerging federally mandated state plan.

The State Department of Education
Five-year Study

In order that major staff development efforts have a sounder research and evaluation base, the State Department of Education has launched what is hoped to be a five-year study of staff development in California. The first two-year phase of that study is now being carried out, building on the experience and data of two preliminary studies. As now projected, the two-year effort will be a formative study, and as data is gathered it will be made available to all segments of the various systems interested in inservice education.

In addition to the coordination aspect of the study, its major purposes are to:

> "Generate data on an ongoing basis related to: (1) the manner in which and extent to which state and federal staff development initiatives provide opportunities for school personnel to learn and apply new skills; (2) the educational practices which are affected by participation in staff development; and (3) the effects that change in these practices may have on teacher performance . . . Provide feedback and training on an ongoing basis to local sites, thus creating opportunities for local improvement of staff development efforts."

The study has a representative reaction panel drawing members from many of the same constituencies who are participating in the federal and state planning efforts described in the preceding sections of this

paper. The advisory nature of this group is similar to the groups mentioned heretofore, and individual members will communicate the progress of the group to the various agencies they represent.

The California State University and Colleges Study

The CSUC study that is under way gives the following as its rationale: "The California State University and Colleges has the major responsibility for the preparation of elementary and secondary school teachers in the State of California. It also has a responsibility to provide leadership capability for the elementary and secondary schools--superintendents, principals, curriculum coordinators and other specialized administrative personnel. The obligation to educate school personnel relates not just to the quantitative factors relating to employability and cost, but also to the quality of the teachers and administrators educated. . .

"The question is how can the SCUC Schools of Education best maintain and improve existing programs and at the same time meet the special obligation to be responsive to changing state needs and demands. The challenge is systemwide and requires both a campus and system perspective to develop the policies, plans and strategies to meet this challenge. A study of education in the CSUC can provide information and analyses valuable to this process."

The study states as its purpose the following: "The purposes of the study are: (1) to examine the mission of the CSUC in the field of education, (2) to review the program of education on the various campuses, including their responsiveness to changing needs and demands, (3) to examine the campus programs from a systemwide perspective and (4) to identify major areas of concern in the field of education in the CSUC and (5) to offer suggestions for policies and procedures for the continued improvement and responsiveness of programs in education."

The study has an advisory committee that has participants from colleges within the system, the State Department of Education, CTPL, and representatives of the educational system at large, one more indication of intent for coordination.

Some Examples of Staff Development Coordination

Many instances of mutual cooperation and support on issues of staff development have been emerging as this branch of education has been gaining momentum. An outstanding example has been the development of the California Writing Project with the cooperation of the University of California, CSUC, the State Department of Education, CTPL, county offices, and school districts. The project became a permanent entity in June, 1980, with the passage of AB 1254.

The Interagency Task Force on Bilingual Education, the coordinating role of the state school resource centers, the federal teacher centers, the professional development and program improvement centers, and the many working relationships existing between the institutions of higher education, county offices, and school districts give further indication of a growing number of successful alliances operating in the staff development field.

One outstanding example that brings together all segments of the educational system is the Los Angeles County Educational Resource Center (LACERC), a cooperative effort that is closely linked with the Los Angeles County Resource Center, a countywide effort to develop a comprehensive and continually updated staff development resource network.

The aforementioned efforts are only a very few of the multitude of cooperating and coordinating activities successfully operating throughout the state, not the least of which are various consortia that have been set up as mutual support systems for the state's important School Improvement Program.

California Council on Education of Teachers

An existing group that can play a key role in the support system for these various statewide initiatives is the California Council on Education of Teachers, a professional group that brings together on a continuing basis representatives from all systems. This is an added instrument to the laws and studies and can provide forums in which these laws and studies can be analyzed and discussed over time. CCET cuts across all lines and brings people together in a non-hierarchical setting that encourages inquiry and dialogue.

Conclusion

It should not be difficult to believe, then, that as a result of the state plan called for under PL 95-561, the call for a comprehensive plan by state budget language, the State Department of Education's long-range study, the intensive scrutiny of its role by CSUC, and the growing alliances among various parts of the staff development units, a more effective and better statewide system of staff development should emerge in the not-too-distant future.

FINANCING IN-SERVICE EDUCATION

Donald C. Orlich

An essay that can certainly be considered timely is that of Donald Orlich, as he describes the financing of staff development. Orlich presents an expanded definition of in-service education, identifies hidden costs, and then presents issues for policy-makers. Dr. Orlich is Professor of Education and Science Instruction, Department of Education, Washington State University. He serves as an in-service consultant nationally and internationally.

In-service education is a basic component in the continuing preparation of teachers and administrators and the extension of professional knowledge. Educational leaders, school directors and concerned citizens have been aware of staff improvement for several years. As a result, much has been written about in-service education. The publications about in-service education are voluminous. An Educational Resources Information Clearinghouse (ERIC) computer search conducted in May 1980 identified 9,183 titles of published and unpublished papers, studies and articles having the terms "In-service teacher education," "staff development," or "staff improvement" in their titles. Since 1975 alone, 1,355 journal articles have appeared about these related topics.

Of greater importance, policy-makers have few substantive studies that provide relevant data so that

prudent policies can be formulated for the general area. Further, there are virtually no accurate data which provide reasonably accurate estimates of the money that is invested in staff development or in-service programs in the United States for elementary and secondary school personnel. One of the problems in determining such costs is the definition of staff development or in-service.

Defining In-Service Education

Ben M. Harris (1980) defines in-service as "any planned program of learning opportunities afforded staff members of schools, colleges, or other educational agencies for purposes of improving the performance of the individual in already assigned positions" (p. 20).

Roy A. Edelfelt and Margo Johnson (1975) in Rethinking In-Service Education stated:

> In-service education of teachers (or staff development, continuing education, professional development) is defined as any professional development activity that a teacher undertakes singly or with other teachers after receiving her or his initial teaching certificate and after beginning professional practice (p. 5).

These are examples of dozens of definitions. Unfortunately, there is no one agreed upon definition in the literature for the concept of in-service education. Loretta Konecki and Alida Stein (1978) suggest that professional education may be subdivided into: (1) preservice education, (2) in-service education, (3) continuing education, (4) continued education and (5) staff development. They define in-service education in a rather conservative mode--job oriented to meet conditions of immediate employment.

It is not simply academic polemics to analyze and understand what in-service is or ought to be. If policy-makers are to pass subsequent legislation and

perhaps pay for in-service costs then that concept must be operationally defined, i.e., described so precisely that all parties know exactly what is being discussed, without any reservations. While five elements of teacher education were identified, this writer easily expands the list to ten:

1. Preservice education
2. In-service education
3. Credential seeking
4. Job improvement
5. Graduate study
6. Graduate degree program study
7. Postgraduate study
8. Continuing education
9. Staff development
10. Life-long learning

An ideal definition would contain at least the following four elements: (1) orientation of training, (2) clientele to be served, (3) agency affected and (4) financing of the program. To meet those criteria, a definition is offered.

In-service denotes educational programs which are based on identified needs, planned and designed for a specific group of individuals in the school district, having a very specific set of learning objectives and are designed to extend, add or improve immediate job-oriented skills, competencies or knowledge with the employer paying the cost.

If all policy-makers and all educational groups and agencies were to accept the above definition, then analytic policy or cost studies about In-service Teacher Education (ISTE) could be defined with consistency.*

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*It is readily apparent, as the reader may infer from this issue of the CJTE, to adapt from Marshall McCluhan, that in the USA "in-service education is anything you can get away with."

Cost Indicators

If a concept is not easily defined, then how can one estimate its costs? There are some inferred cost indicators at the federal level. C. Emily Feistritzer (1979) classified 19 discretionary and two state-formula programs funded at the federal level as having components exclusively for educational personnel development. Her analysis of data revealed that in FY 1978 approximately $222,000,000 was spent at the federal level on activities, programs, and projects involving personnel development.* Thus, for FY 1979 the amount appropriated at the federal level would be $356,312,000 and $340,475 for FY 1980 (Feistritzer, pp. 72-75).

Again noting that the classification of all expenditures may be questioned, there appears to be a rather concerted effort at the federal level for staff development activities from the U.S. Office of Education level. Feistritzer does not consider the amounts spent by the National Science Foundation (NSF) through its Directorate for Science Education. According to budget data published by the NSF, all science education activities for FY 1980 had $84.7 million appropriated (NSF, 1980, p. 19). Of that amount, approximately $11.86 million or 14% could be classified as being related to staff development. Thus, the two major federal agencies that provide the bulk of the nation's staff development funds invested about $425.2 million during FY 1980 into both staff development and ISTE.

Roger L. Bieber's study (1978) provides evidence from Washington elementary school teachers that the major fiscal burden associated with staff development is shifted directly to the users--teachers or administrators pay tuition or fees for college or university courses that are loosely classified as "in-service."

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*Feistritzer assumes that the entire budget for such programs is properly classified as personnel development. Such an assumption may not be entirely valid.

It is generally accepted that the cost of in-service may be calculated by the direct costs. These include:

1. Course fees and/or university tuition fees.
2. Materials specifically purchased for an in-service project.
3. Funds directly appropriated by a school or school district.
4. Funds appropriated directly by educational service districts.
5. Funds provided by the Office of the State Superintendent of Public Instruction.
6. Funds provided through specific federal programs.
7. Funds provided by other agencies, e.g., Washington In-service Fund or private sources.

But Who Really Pays?

However, Donald Moore and Arthur Hyde (1978), in Rethinking Staff Development, provide a fiscal analysis illustrating that the bulk of in-service funding comes directly from local districts in the forms of:

1. Salary increments to teachers as a result of staff development activities.
2. Staff time to plan for the improvement of instruction and supervision of teachers.
3. Substitute teacher costs to release regular teachers for staff development activities.
4. Staff meetings.
5. Specific in-service days set aside by the district.
6. Released time associated with the opening of school in the fall.
7. Released time to serve on district in-service or staff development committees.
8. Support to attend professional meetings.
9. Released time during the academic year focused specifically for staff development.

Moore and Hyde call the above "hidden costs" associated with in-service programs. They note that such costs are almost never considered as being a component of staff development. However, they argue that the hidden costs can be documented and they provide a detailed formula on how to arrive at a conservative estimate for a district's staff development program.

In their study of three metropolitan school districts, Moore and Hyde concluded that district funds for in-service were 50 to 60 times greater than the cost estimates provided by school officials. Moore and Hyde estimated that from 3% to 6% of the total operating budget supported in-service costs for the three cases they examined.

If one accepts the rationale of Moore and Hyde as being valid, then the amount spent on staff development in Washington's schools would be greatly enlarged over any current estimates. By using the figure of $1.511 billion as the total amount of Washington's operating budgets (SPI Bulletin No. 23-80) for public schools for school year 1978-79, a conservative estimate determined by using the 3% figure places the total cost of staff development in Washington State at $45,000,000!

Let us apply Moore and Hyde's estimates to the 1978 California'a estimated current expenditure for public schools which amounted to $7.073 billion (Statistical Abstract). At 3%, the hidden in-service costs in California for 1978 would be $212,193,000. That figure almost equals the reported federal effort!

One reported datum. As was noted originally, it is most difficult to obtain valid data about costs for in-service programs on a state-wide basis. However, the Washington Office of State Superintendent of Public Instruction did release the following statement in its 1979 publication which illustrated in-service policies and practices.

> ITIP, Instructional Theory into Practice, probably represents the most widely promoted district and state sponsored in-service activity in recent time. In 1977-78 alone over fifty districts trained 2,648 teachers and administrators at a cost of nearly one-half million dollars of local, district funds (p. 18).*

The ITIP program developed by Madeline Hunter at UCLA has four main elements:

1. Teaching to an objective.
2. Teaching at an appropriate level of difficulty for the learners.
3. Monitoring and adjusting instruction.
4. Increasing motivation, learning, retention and transfer.

Is it in-service? Return now to the original point about the definition of in-service education. It is not reasonable nor is it accurate to label as "staff development" or "in-service" all courses taught through extension divisions of colleges or universities. Studies reported by the National Education Association (1956 & 1963) indicated that extension courses were, however, one of the four main identified in-service activities. It may be assumed that this condition currently persists. The bulk of education courses taught as ISTE in nearly all states can more accurately be classified as "continuing education," "education for different certification," "graduate studies," "post-graduate education," "course work leading to an advanced degree," or simply "continued learning."

While it was previously argued that these classifications may be in-service oriented, there is a very high probability that in practice they are not! Staff development must be defined as having

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*The reported "one-half million dollars" is a sizeable item, especially considering the apparent lack of published field testing and evaluating of ITIP prior to its wide adoption and diffusion in Washington: Caveat emptor.

relevance to an immediate job and a longer career development paradigm. College and university courses tend not to be immediately relevant in this context. This is not to condemn those courses. It is rather an attempt to provide a proper taxonomy of the kinds of post-baccalaureate work taken by educators.

Let us continue this discussion by using one rather innovative ISTE system--teacher centers--as the point of illustration.

Teacher Centers

There is a general movement toward collaborative arrangements for an in-service delivery system that attempts to decentralize teacher education--the "teacher center." A teacher center is often administered by teachers to meet their perceived needs. Usually they are voluntary, i.e., teachers may elect to go there for special classes, workshops, individualized or group help, all in a noninstitutional environment.

The teacher center movement, which was brought to the U.S. by American teachers visiting British schools, has grown tremendously. Because of their autonomy, a great variety of teacher centers exist with a number of differing objectives and organizational patterns. According to Harry Bell and John Peightel (1976) four general classifications describe a majority of teacher centers.

Consortium. These centers include three or more institutions which have joined in a cooperative effort to meet common goals. This is currently the most rapidly growing type of teacher center. West Virginia developed a regional eight-center network, one of which has become the prototype for a number of intensive in-service programs designed to meet the needs of West Virginia's supervising and student teachers. Rhode Island also has a state-wide consortium, while North Dakota's Center for Teaching and Learning attempts to integrate preservice training

with in-service programs to bridge the gap between higher education and the public schools.

Partnership teacher center. This type of center is a cooperative unit of two institutions, generally an institution of higher education and a public school system, designed to improve both pre- and in-service training. Another type of partnership center is the parent-teacher center in Philadelphia which offers all-day workshops, after-school and Saturday morning activities with credits being applicable toward permanent certification.

One major goal of these centers it to increase the resources between the universities that train the teachers and the school districts which employ them.

Autonomous teacher center. This type of center is administered by teachers, for teachers and is patterned after the British model. This center functions primarily to review current and proposed curricula and teaching practices and to encourage teachers to effect change. The rationale for this center rests on three premises: (1) fundamental reform will come only through the teachers who must implement such changes; (2) teachers are likely to change how they teach simply because they are told to do so; and (3) teachers will take reform seriously only when they define their own problems, determine their needs and voluntarily seek help.

A number of autonomous centers have appeared in the U.S. Evaluations of their programs by teacher participants have generally been favorable. In 1979-80, at least 90 such centers were fully or partially federally funded under the Higher Education Act, Title V-B, with approximately $12 million provided by the federal government.

Special focus teacher center. The final general type of teacher center, as the title implies, exists to deal with only a single specific issue.

Teacher Center Considerations

Financing. There are several ways in which teacher centers are financed. In some areas, centers are financed by state legislature appropriation, e.g., Florida or as in Boise, Idaho with local district funding. Other sources of financing include public school-university funding (Wayne State University), grants from private and public foundations, boards of education, school districts, national teacher organizations, private and public donations, the federal government or combination of these various sources. As noted, in 1980 approximately $12,000,000 was appropriated by the federal government to fund 90 teacher centers throughout the USA.

Governance. This aspect varies from informal agreements to legally binding contracts. There is no one mode of governance, although all centers funded under the Higher Education Act, Title V-B, are governed by an advisory or policy-making council of which teachers must constitute a simple majority. Actual control ranges from extremely loose-knit and informal to rather elaborate structures.

Problems. The major problem facing those seeking to extend the teacher center concept as a solution to in-service education needs is the lack of trust between the various sectors of the education community. Teachers and administrators or school boards have tended to act as adversaries in governance. There is a general lack of communication between teacher educators, administrators and teachers. Teacher center advocates view the establishment of trust and open communication between all segments concerned with education as the first step in improving not only teacher in-service, but also education in general.*

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*The Far West Laboratory for Educational Research and Development in San Francisco now has a unit that collects data on Teacher Centers and publishes several monographs and newsletters.

While there is great excitement about teacher centers (NEA Reporter, June, 1980), it is highly doubtful that local school districts or state legislatures will continue their funding once federal grants expire.

The State of Florida's Teacher Centers

One of the most active states in the teacher in-service movement is Florida, whose "Teacher Education Center Act of 1973" (Florida statutes 231.600-231.610) established a comprehensive state-wide effort to organize teacher in-service education. The 1973 act was established on the principle that teacher education is a career-long process best carried out in a collaborative arrangement between colleges, universities, the schools and the community. The act provided for the establishment of centers which are planned, financed and staffed jointly by one or more school district, and by one or more colleges or universities.

Each Florida teacher center is charged with seven primary duties. Their duties are to:

1. Assist in-service training needs as determined by teachers, district personnel, and others.
2. Develop programs based upon those needs.
3. Provide the human and material resources for such training by whatever agents are best.
4. Assess needs and provide resources for clinical preservice teacher training.
5. Facilitate entry or reentry of personnel into the teaching profession.
6. Utilize training programs which are based upon needs assessments, develop experiences to meet those needs and evaluate the extent to which the expressed needs were met.
7. Facilitate internal and external evaluations which include data-gathering, process evaluation, product evaluation and validation of teacher competency.

The Florida teacher centers are directed by a 14 member state council, one-half of which are classroom teachers. On the local level, each center is administered by a council of at least nine members appointed by the local school board, a majority of which must be classroom teachers. (This type of distribution of membership is reflected in the federally funded centers.)

In 1979, the Florida legislature requested a statewide report on the in-service programs and a projection of future costs as the program expands. Funding for staff development in the Florida program has been rather liberal as observed by the following figures for the years 1975-1979.

Academic Year	Amount Expanded from State Appropriations
1975-76	$9,397,288
1976-77	9,840,264
1977-78	9,393,832
1978-79	8,131,553

The 1979 report (Interim Progress Report) indicates that by the end of academic year 1980-81, all school districts in the state of Florida will either have established or be in the process of establishing teacher education centers. The writers of the Florida report note the importance of client input when designing and implementing in-service programs. All programs, they wrote, should always reflect the needs of those teachers taking work in the centers.

It is not just the state's school districts which have indergone a major change in their perspective toward teacher in-service. The state's universities and colleges in Florida have been forced to move from pre-service as a major priority to that of in-service. Higher education institutions have formed a close association with local schools and districts to work collaboratively solving organizational and instructional problems. As a result of this collaboration, the planning focus of districts

is moving slowly from short term, large group in-service to long term commitments based on needs for school improvement.

The State Council for Teacher Education Centers has taken the responsibility for improving program evaluations and their recommendations carry considerable weight with the Florida State Department of Education. (Of course, it should be noted that accreditation teams conduct such reviews at most universities.)

Despite its "advances" in the area of coordinated, state-wide, teacher in-service education, the state of Florida, as of 1980, is formulating a list of five future issues to be investigated.

1. Coordination of federal and state funded programs for education and staff development.
2. Relationships between staff development and personnel management at the building and district levels.
3. Relationships between preservice (university) preparation and certification with the assignment, management and staff development of personnel.
4. Relationship between staff development funds and curriculum development expenditures.
5. The place of staff development in the improvement of curriculum.

While the Florida model is the law in Florida, it is doubtful that many states will, in fact, follow it. The funding for Florida ISTE during the year 1978-79 exceeds the entire budget of the Pre-College Division of the National Science Foundation for that same year!

One analysis. Writing a critical study of the Florida teacher center legislation was Alanson A. Van Fleet (1977). Pushing aside the "glowing reports," he observed that the Florida teacher centers are in no way related to the British model (which one is lead to believe abounds in the USA) but is rather an agency that is the responsibility

of the local school board, coordinates the ISTE activities and evaluates teacher training programs. Van Fleet also notes that teacher centers are mentioned in the literature with an euphoric connotation and that critical analysis of them is yet to come.

Van Fleet perceptively argues that the Florida model is not a grassroots movement, but rather a legislature mandate. Thus, in reality, Florida provides a centralized system (legislature) with contracts delegated to the local school district--not school teachers!

While the teacher center councils do have teacher majorities, their role is that of recommending--not implementing the policies.

Van Fleet also observed that the orientation of teacher in-service in the Florida teacher centers is "skill" oriented rather than subject-matter training. In Washington's three federally funded teacher centers, the same results may be reported.

Conclusions from Van Fleet's study might indicate that Florida's teacher centers" (1) may not be entirely relevant to real needs, (2) permit for collaboration, (3) are expensive, (4) provide FTE (Full-time equivalents) faculty position to universities, (5) may be more an ideal than a reality, and (6) may be duplicating efforts state-wide.

The Florida model, while enthusiastically received there, means that most school districts will be "reinventing the wheel." To be certain, local needs will be met at the local teacher center. But, to what extent could these activities be conducted on a larger geographic basis? Quite obviously the state's system of higher education has accommodated its delivery system now to provide "real in-service." In the last analysis, the colleges of education in Florida have acknowledged the legitimacy of ISTE.

Issues for Policy-Makers

The financing of any legislated or mandated ISTE must be the initial question to be addressed. A state that considers legal prescriptions for ISTE will ultimately have to pay for it. While all aspects of financing have not been addressed, there appears to be at least three general issues that will remain unsolved.

1. In a time of scarcity (money or taxation) there will be reallocations of resources. If such reallocations are to be made--which agencies will have budget reductions to compensate?

2. If users must pay the fees for ISTE, should there be some uniform financial reward, e.g., salary scale adjustment?

3. To what extent should ISTE be an entirely local issue?

Actual in-service costs. There are data that apparently indicate a shifting of the financial burden of in-service costs to the participant. These costs usually reflect courses taken from institutions of higher education. For example, if one-half of Washington's classroom teachers paid for one, three-credit course, the amount invested could be about $1,566,000 (18,000 x $87). This figure is far below the estimated "hidden costs" for ISTE in Washington--$45,000,000. Thus, while participants are paying for some of their in-service (or what is currently being called in-service) the hidden costs would require a new conclusion to the initial assumption that teachers pay their own way. School districts are supporting in-service activities to an extent far in excess of any previously realized estimates.

As Moore and Hyde provide detailed formula on how to compute the apparently hidden district in-service costs, the above conclusion may be easily validated or negated. If the costs were validated, then the

state legislature must determine if the school districts ought to be subsidized to a greater extent in the state funding formula. Of course, it may be that the bulk of the teacher costs are simply for advanced degrees and the meeting of certification requirements, not ISTE.

Incentives. The chief extrinsic incentive to participate in in-service activities is advancement on the local district's salary schedule. Such an incentive, however powerful, does not insure that teachers who need in-service are in fact receiving it. Most of the incentives have some economic implication, although many noneconomic incentives are readily available to all school administrators.

One may take a position that if a district pays the direct costs of an in-service project, then a salary incentive is not appropriate. Contrariwise, one could support a salary incentive where the participants pay for their own ISTE.

Contracts between school districts and universities can provide systematic ISTE. Perhaps this method is one that should be "legalized" so that indirect costs could be made uniform (or eliminated) to avoid inter-institutional "bidding" in all states.

At this point, definitions of in-service become important. If in-service is defined very broadly (as it seems to be in most states) then almost any university course may be considered as in-service. If immediacy and relevance to actual job performance are part of the definition, then few university courses may be classified as in-service; and, indeed, few of the in-service projects.

Policy-makers must realize the implications of any definition. Continued professional training or continued certification are not in-service activities. They are simply continued professional education.

Conclusion

The writer attempted to discuss the general area of financing in-service teacher education. Obviously, only a few issues were addressed. As ISTE becomes an issue at the bargaining tables of school districts, there will predictably be a renewed interest in the topic. Perhaps, in a small part, this paper will provide an initiating point from which to pursue the topic.

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